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The Commonwealth of Massachusetts

ANNUAL REPORT

OF THE

DEPARTMENT OF LABOR AND INDUSTRIES

FOR THE

YEAR ENDING NOVEMBER 30, 1925

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DEPARTMENT OF LABOR AND INDUSTRIES

OFFICIALS.

E. Leroy Sweetser, Everett, *Commissioner.*
Ethel M. Johnson, Boston, *Assistant Commissioner.*
Edward Fisher, Lowell, *Associate Commissioner.*
Herbert P. Wasgatt, Waban, *Associate Commissioner.*
Samuel Ross, New Bedford, *Associate Commissioner.*

HEADS OF DIVISIONS AND BRANCHES.

Board of Conciliation and Arbitration.
Edward Fisher. Herbert P. Wasgatt. Samuel Ross.
Division of Minimum Wage. Ethel M. Johnson, *Acting Director.*
Edward Fisher. Herbert P. Wasgatt, Samuel Ross.
Division of Statistics. Roswell F. Phelps, *Director.*
Margaret Shea, *Statistician for Manufactures.*
Lester E. Archibald, *Statistician for Labor.*
Division of Industrial Safety. John P. Meade, *Director.*
Joseph Monette, *Counsel.*
Division of Standards. Francis Meredith, *Director of Standards.*

PUBLIC EMPLOYMENT OFFICES.

Boston. Harry G. Dunderdale, *Superintendent.*
Springfield. Chester A. Allen, *Superintendent.*
Worcester. William A. Wilder, *Superintendent.*
Federal Director of Employment Service. E. Leroy Sweetser, *Commissioner.*

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REPORT OF THE COMMISSIONER OF LABOR AND INDUSTRIES

To the General Court.

The Annual Report of the Commissioner of Labor and Industries for the year ending November 30, 1925, is herewith submitted.

Administrative Functions. Briefly stated, the work of the Department comprises the following administrative functions:

Enforcement of the protective labor laws of the Commonwealth.

Investigation of industrial conditions affecting the health and safety of employees.

Establishment of rules and regulations for the purpose of correcting conditions which involve accident hazards or which are conducive to occupational diseases.

Adjustment of labor controversies and the settlement of strikes and lockouts.

Investigation as to wages paid to women in various occupations.

Establishment of minimum wage boards.

Collection and tabulation of statistical information relative to the commercial and industrial condition of the people in the productive industries of the Commonwealth.

Securing positions for the unemployed through the Public Employment Offices.

Standardization of manufactured products.

Licensing of hawkers, peddlers, and itinerant vendors.

Inspection and sealing of weights and measures, thereby protecting the public against the use of fraudulent weighing and measuring instruments.

The work is carried on under the supervision of the Commissioner through the several divisions into which the Department has been organized. Reports of the work of each division, describing in details the results accomplished, are included in this report.

Rules and Regulations. Revised rules and regulations pertaining to the painting trade adopted by the Department will become effective on January 1, 1926, and will supersede those adopted in 1915.

There are now in operation nine codes adopted by the Department under authority of section 6, chapter 149 of the General Laws, which authorizes the Department to formulate reasonable rules, regulations and orders for the prevention of accidents and industrial or occupational diseases, applicable to either employers or employees or to both.

A petition was received from the Boston Association of Fur Manufacturers requesting that seasonal exemption, as defined in section 56, chapter 149 of the General Laws, be granted them. The Department, after a public hearing and investigation, voted that the request be denied.

Inspections. There were 64,452 inspections made during the year. This included the inspection of 47,830 different establishments in which 881,400 men, women and children were employed. The number of orders issued by the Department was 16,358, of which all but 361 were complied with during the year. The outstanding orders are those for which time is required for completion. The number of complaints received from all sources concerning non-compliance with the law other than those concerning the non-payment of wages is decreasing each year, while the number of complaints regarding non-payment of wages is increasing. There were 1,701 complaints relative to non-payment of wages and the amount collected and paid to employees through the agency of the Department was $27,260.58.

Accidents in Industry. The enforcement of the laws, rules and regulations for the promotion of safety in work places and the prevention of accident and health hazards may be considered the most important function of the Department. Constant vigilance, investigation and safety education are required. Special investigations have been made during the year, among which are those relating to accidents to children, accidents on power punch press machines, in the woodworking and ice cutting industry, and a comparison of

machinery and non-machinery accidents. Effort has also been made to keep the proprietors of plants informed through the industrial inspectors of new machinery guards and the latest safety devices.

The number of accidents reported to the Department of Industrial Accidents for the year ending June 30, 1925, shows a further decrease when compared with the number in 1924. The following table shows for the entire period since the organization of this Department in 1920 the number of injuries reported and the degree of disability sustained.

Year ending June 30	All Injuries Reported	Tabulatable Injuries[1]	Fatal Cases	Permanent Total	Permanent Partial	Temporary Injuries
1920	193,600	65,488	376	10	1611	63,491
1921	155,554	53,313	296	6	1371	51,640
1922	139,611	51,105	306	4	1226	49,569
1923	176,588	64,890	330	7	1437	63,116
1924	164,746	60,439	336	8	1193	58,902
1925	155,059	58,475	310	5	1160	57,000

[1] A tabulatable injury is one arising out of and in the course of the employment and resulting in death, permanent disability or in the loss of time other than the remainder of the day, shift or term upon which the injury occurred.

Labor Troubles. The records of this office show that during the year there were reported 69 strikes and lockouts in which 22,729 employees were involved, as compared with 63 strikes and lockouts in 1924 in which 14,686 employees were concerned. The Board of Conciliation and Arbitration has had knowledge of these labor controversies and, whenever possible, has been instrumental in adjusting them. In addition to rendering service in the settlement of strikes and lockouts the members of the Board are called on more and more each year by both employer and employee for advice and assistance in adjusting industrial controversies before they reach the point of open conflict and in interpreting existing agreements. The Board has heard and rendered decisions in 421 cases that have been submitted for arbitration.

Minimum Wage. On January 1, 1926, there will be 17 minimum wage decrees in operation in various occupations in the Commonwealth, in which it is estimated over 80,000 women and girls are employed.

These occupations include women and girls working in brush factories, laundries, retail stores, office and other building cleaning, wholesale millinery, retail millinery, women's clothing, men's clothing, muslin underwear and men's furnishings establishments, corset, paper box, candy and knit goods factories, establishments manufacturing druggists preparations and proprietary medicines, canning, preserving and minor lines of confectionery, bread and bakery products, and stationery goods and envelopes.

The work of the Minimum Wage Commission was transferred to this Department on December 1, 1919. Since that time, due to the increased cost of living, all the decrees of the former commission have been revised and the rates increased. In two instances revision of decrees has been accompanied by the establishment of a single decree for occupations that had previously been covered by two separate decrees. The minimum rates now established range from $13 to $15.40 per week.

The first minimum wage legislation in this country was enacted in Massachusetts in 1912. Since the decision of the Supreme Court of the United States in 1923, Massachusetts is the only state where new wage rates have been established affecting adult women.

Employment. It is gratifying to be able to report an increase in the business done by the four state employment offices as compared with that in 1924. The aggregate number of positions filled during this year was 34,806, which exceeded by 2,618 the number reported filled in 1924. Of the 34,806 persons for whom employment was found, 21,262 were males and 13,544 were females. Included among the 21,262 males were 2,515 veterans, an

increase of 620 over the year 1924, at the beginning of which year the Department took over from the Soldiers and Sailors Employment Bureau, previously conducted by the American Legion in the State House, the work of finding employment for veterans.

Manufacturing Industries. In Massachusetts over one-third of the wage-earning population is employed in manufacturing industries, and conditions in these industries, therefore, in large measure affect other industries which are more or less closely related. In two of the leading industries (the manufacture of textiles and of boots and shoes) there was a marked curtailment in production during the year 1925, but for *all* manufacturing industries, considered as a group, the volume of production was slightly in excess of that for 1924 and was nearly normal when compared with the average annual production during the several years since the close of the war.

Division of Standards. Attention is called to the report of the work of the Division of Standards, the importance of which is increasing each year. The total amount collected by this Division in fees was $106,809.25 of which $82,371.25, under the law, was turned over to the treasury of the Commonwealth and $24,438.00 to the different cities, towns and counties.

Legislation. Section 148 of chapter 149 of the General Laws, relating to the weekly payment of wages was further amended to include contractors engaged in the business of grading and laying out or caring for grounds surrounding any building or structure.

Section 88 of chapter 149 of the General Laws was amended so as to provide that a child over fourteen who does not possess the educational qualifications necessary for a regular employment certificate may be granted a limited employment certificate good only during the hours when school is not in session.

Recommendation. I renew my recommendation made last year that the present law be amended so as to permit an increase in the salaries of my Associates. This matter was referred by the Legislature of 1925 to the session of the General Court in 1926.

Appropriation. The total amount of the several appropriations for the use of the Department during the year ending November 30, 1925 was $352,710.00, which was $8,380 less than the amount appropriated in 1924. The total expenditures were $328,725.59, leaving an unexpended balance of $23,984.41. There has been collected in fees and paid into the Treasury of the Commonwealth through the Division of Standards the sum of $82,371.25. If this amount were deducted from the total expenditures the net cost of the Department to the Commonwealth would be $246,354.34.

E. Leroy Sweetser
Commissioner of Labor and Industries

FINANCIAL STATEMENT FOR 1925

General.

Account.	Appropriations.	Expenditures.	Unexpended Balance.
Officials	$20,500 00	$20,500 00	–
Personal services	258,410 00	243,777 65	$14,632 35
Contingent and travel	71,200 00	62,817 11	8,382 89
Wage Boards	2,600 00	1,630 83	969 17
Totals	$352,710 00	$328,725 59	$23,984 41

Collected in fees and paid into the treasury of the Commonwealth	$82,371 25
Collected in fees and paid into treasuries of cities, towns and counties of the Commonwealth	24,438 00

By Division.

	1925 Appropriations.	Expenditures.	Unexpended Balance.
Administration			
Commissioner, assistant commissioner, associate commissioners (personal service)	$20,500 00	$20,500 00	–
Clerical and other assistance to administration	4,440 00	4,224 18	$215 82
Division of Industrial Safety			
Personal services	106,110 00	102,399 69	3,710 31
Expenses	26,000 00	24,022 68	1,977 32

	1925 Appropriations.	Expenditures.	Unexpended Balance.
Board of Conciliation and Arbitration			
Personal services	$25,000 00	$17,116 33	$7,883 67
Expenses	5,000 00	4,402 05	597 95
Division of Minimum Wage			
Personal services	10,500 00	9,275 93	1,224 07
Expenses	3,400 00	3,286 85[1]	113 15
Wage Boards			
Personal services and expenses	2,600 00	1,630 83	969 17
Division of Standards			
Personal services	25,500 00	25,050 00	450 00
Expenses	10,500 00	8,236 17	2,263 83
Division of Statistics			
Personal services	37,860 00	37,851 90	8 10
Expenses	11,500 00	8,736 39[2]	2,763 61
Public Employment Offices			
Personal services	49,000 00	47,859 62	1,140 38
Expenses	14,800 00	14,132 97[3]	667 03
Totals	$352,710 00	$328,725 59	$23,984 41
[1] Not including outstanding bills estimated at			$35 00
[2] Not including outstanding bills estimated at			2,120 00
[3] Not including outstanding bills estimated at			20 00
Total			$2,175 00

REPORT OF THE DIVISION OF INDUSTRIAL SAFETY

JOHN P. MEADE, *Director*

INSPECTION WORK.

Inspection of industrial establishments is the means by which the Department enforces the protective labor laws. This duty is assigned by the Commissioner to the Division of Industrial Safety. It includes inquiry into the conditions under which men, women and children are employed and secures compliance with the rules and regulations to protect their health and safety. Through a system of placing the industrial establishments of the state in separate districts, uniform and efficient results are obtained. These arrangements make possible an annual inspection of all plants whereby employees engaged in the operation of machinery and the handling of industrial processes may be assured a safe work place. Figures are submitted herewith to indicate the accomplishments in this direction.

There was a total of 51,104 inspections and 13,348 reinspections.

The following is a summary of the data with reference to inspections made during the year and the number of persons employed in the establishments inspected.

	All Establishments	Manufacturing and Mechanical	Mercantile
Number inspected.	47,830	19,514	28,316
Number of Employees	881,400	723,515	157,885
Males	584,854	485,941	98,913
14–16 years	7,861	5,559	2,262
16–21 years	47,285	38,079	9,206
Over 21 years	529,708	442,263	87,445
Females	296,546	237,574	58,972
14–16 years	6,821	6,384	437
16–21 years	56,231	46,521	9,710
Over 21 years	233,494	184,669	48,825

At the close of business November 30, 1924, there were 1,093 outstanding orders. During the present fiscal year 16,358 orders were issued, making a total of 17,451. Compliances were secured in 17,090 cases. This leaves a total of 361 orders outstanding. Nearly all of these are in process of compliance. They deal principally with lighting facilities, safeguarding of machinery, installing equipment for ventilation or sanitation and the construction of first-aid rooms.

The following classification shows the work done, the number of investigations made, complaints filed and orders issued.

Inspections.

Mercantile, 28,316; mechanical, 19,514; building operations, 3,274. Total, 51,104.

Investigations.

Complaint, 2,001; accident, 1,167; occupational disease, 103; homework, 435. Total, 3,706.

Orders Issued.

Labor. Employment of women and minors, 887; posting time notices, 4,106; minors in prohibited trades, 74; procuring and returning certificates, 4,415. Total, 9,482.

Health. Sunday work, one day's rest in seven, 209; ventilation, humidity, dust removal, drinking water, 239; lighting, injury to eyes, 690; toilet and washing facilities, 1,346; medical chest, 710; meal hours, seats, lockers, 88; Total, 3,282.

Industrial Safety.

Communication with engine room, 6; guarding machinery, 1,932; building operations, 1,544; miscellaneous, 112. Total, 3,594.

Complaints.

Minors. Employed under 14 years of age, 19; employed without certificates 33; employed in prohibited trades and on dangerous machinery, 13; illegal exhibition of children, 19.

Health and sanitation. (Impure drinking water, failure to provide lockers, inadequate toilet facilities, inadequate or no blower system), 125.

Time Notices. Not posted, 13.

Overtime employment. Women and minors, 390; public works, 23; nonpayment of wages, 1,701. Illegal advertising, 11; unguarded machinery, 12. Building operations, 23; labor, general (fines, holiday employment, weavers specifications), 24. Total, 2,406. Licenses granted for home work, 401. Registration of painters, 164. Wages paid by employers after complaint, $27,260.58.

Industrial Safety.

During the year, 3,768 orders were complied with, requiring work places to be made safe for employees.

There is still need for efficient inspection work on power transmission equipment. Frequent changes in manufacturing systems and the introduction of new industrial processes demand oversight of machinery having movable parts. The safeguarding of belts, pulleys and shafting, the covering of in-running gears and sprockets and other danger points is still vital to the task of keeping industry free from causes responsible for personal injury.

More than one-half of the permanent disabling injuries sustained at the point of operation on machinery occur in the wood-working and metal-cutting trades. Special care was given to safeguarding these machines and bringing the danger points under control. Much improvement has been made in methods employed to accomplish these results. Keeping plants informed of the invention and manufacture of new guards and devices was an active part of the inspection work. The orders issued by the Department with respect to machinery were mainly in this direction. General co-operation

was received from employers in complying with the requirements and in keeping machines in safe operating condition.

Power transmission devices in the ice-cutting industry were made the subject of special inquiry during the winter season. The application of motor-driven machinery in the harvesting process has produced new sources of danger to workmen employed in this industry. These machines are equipped with saws 32 to 36 inches in diameter, travelling 160 feet per minute and capable of cutting 10 inches deep at the rate of 200 tons an hour. They are propelled and controlled by mechanism weighing from 650 to 1,100 pounds according to the size of the machine. Unless the saws are fitted with suitable guards at the point of operation, they may inflict permanently disabling injuries to workmen who slip on the ice and fall under the saw in its travel. Loss of feet has followed in several accidents of this nature. Much assistance was received from plant owners in diminishing the hazard of operation. Orders to provide more effective safeguards were readily complied with. Ice house equipment with platforms and landings were examined in detail. Some of these were found to be without proper supports and constituted a danger when workmen congregated there. Attention was directed to these conditions and correction was promptly made.

Machinery used in seasonal manufacturing establishments was made the subject for special inquiry. Many of these plants are found in places remote from large industrial centers. Serious accidents frequently occur due to contact with power equipment. Thorough inspection was given these places.

Pump and screen houses using power transmission machinery in the harvesting of cranberries along Cape Cod were given attention.

Tobacco warehouses operate on a large scale in the Connecticut Valley. These were systematically examined and suggestions made to insure the safety of employees.

Saw mills are in extensive operation during the winter in the wooded sections of the State. Hazardous machinery of the worst type was found in these establishments.

The operation of pleasure devices at the seashore in the summer was carefully investigated. In all these places sources of possible injury were discovered and orders issued requiring their correction.

Safeguarding machinery is one of the earliest methods of preventing industrial accidents. Requirements for such safeguarding are based upon the law that movable parts, if dangerous to employees while engaged in their ordinary duties, should be guarded so far as it is reasonable to do so. The enforcement of these provisions has reduced accidents in which machinery is a factor. The following comparison points clearly to this result:

For the Years Ending	*June 30, 1919*	*and June 30, 1924*
Total number of Machinery Accidents	18,490	9,483
Injuries at point of operation	14,764	7,277
Accidents caused by belts	711	361
On gears	702	359
By projecting set screws, keys and bolts	49	11
All others .	2,264	1,475

Non-machinery accidents have not been reduced. Their number for the year ending June 30, 1919 was 48,750 while for the year ending June 30, 1924 a total of 50,956 was recorded.

The work of industrial safety includes the control of machinery dangers and making plant conditions reasonably free from sources of probable injury. The Department determines what requirements shall be adopted for the prevention of injuries in places of employment. In its "Safety Rules and Regulations" it has made provisions to avoid non-machinery accidents in industrial establishments. These require that passageways in places of employment must be of even surface, kept clean and in good repair and free from nails, tools and obstructions over which persons may stumble and fall.

Rails must be of rigid construction, smooth and free from projecting nails, splinters and sharp edges. Stair treads must be kept in good repair at all times and equipped with substantial hand rails of metal or wood, free from splinters or other dangerous projections.

Portable ladders must be equipped with metal spikes or spurs and rest on abrasive or other non-slipping surface. Permanent platforms must be provided with protection for employees.

Rules for the painting trades include protection for employees on staging and provide that rigging, blocks, ladders, planks, trestles, brackets and all other forms of supports shall be maintained in a safe condition for employees.

Safeguarding ladders, scaffolds and other contrivances used in the building trades is a prominent feature in a code prepared by the Department to make work places safe in this hazardous industry.

Wood-working Rules provide that rubber mats, non-slip composition flooring, or some other effective means of preventing slipping must be provided for the workman standing near the point of operation on dangerous wood-working machinery.

Foundry Rules require that implements used in pouring molten metal in foundries must be inspected daily to insure their safe condition.

Inspection work in 19,514 industrial establishments during the year resulted in compliance with 2,195 orders to correct violations of these requirements. These places included factories and workshops, brickyards, premises used in storing and hauling coal, lumber yards, storehouses, cotton warehouses and similar places of employment where non-machinery hazards may be found.

Special inquiry was made in 245 plants where power press machinery was used. These were taken at random from all the industrial centers of the State to test the progress made in the control of operating dangers. These concerns filled out a questionnaire forwarded to them by this Division. Information was sought as to the number of presses in use, types of safeguards employed and general accident experience on punch press machinery during the last year. It was found that the total number of presses used in these establishments was 4,906, of which 2,784 were equipped with different types of guards, including the double hand trip method. Implements were used to place and remove material on 144; automatic feeding devices were furnished in 253; on 1,218 the hand did not come within the danger zone; 162 presses were slow-operating, on which hazard was reduced to almost a negligible point; 58 of the firms reported unguarded presses to the number of 345.

A total of 149 accidents, varying in degree of disability, was the experience of all these concerns in the year prior to the date of the inquiry.

Establishments reporting unguarded punch presses in use were visited by inspectors and reports made to the Division. The nature of product made, character of work done and speed of the press entered into reasons for not providing safeguards. Information was given regarding presses which could be equipped with some device to keep the hands of the operator free from hazardous exposure. Where presses were not required by statute or regulations to be provided with a guard, record was made of this fact. The investigation indicated that progress is being made in safeguarding machinery of this type.

Employment of Women and Minors.

Posting time notices and the procuring and returning of certificates continues to require the largest number of orders,—8,500 of these were issued during the year. The proper keeping of shift lists and the correction of irregularities with regard to posting of hours of labor were given much attention by inspectors.

Special investigation was made of the employment of women and minors during the night hours in establishments engaged in catering to the demands of the holiday trade. The employment of women in more than one establishment during the same day continues to be a vital problem to the Department. This is especially true among skilled women employees in certain

types of business. Inspection to ascertain such employment of women means verifying their hours of labor day and night in both places of work. For efficient administration of the laws regulating the hours of labor for women and minors, night inspection work is indispensable. Certain evenings in each month are given to inspecting places where children might be employed illegally. Inspectors have not hesitated to work long hours in the performance of these duties to prevent the illegal employment of children on milk and bakery wagons in the very early hours of the morning or their exhibition at night in singing, dancing or playing musical instruments in public places.

During the summer months beach resorts and amusement parks were given special attention in this connection. The work done each year in these places has resulted in a better observance of the statutes regulating the hours of employment in restaurants, laundries and mercantile establishments in general. It has saved children from employment exposing them to machinery hazards in connection with the operation of pleasure devices. As a result of this practice very few complaints now come from seashore resorts.

Saturday night inspection in districts where child labor is a factor was regularly carried on. This included investigation of mercantile establishments of the chain store type, public and private bowling alleys and theatres.

The illegal employment of minors in operating freight elevators in tenant factory buildings was made the subject of inquiry during the year. In such buildings where no regular operator is employed any of the employees of the different concerns may have occasion to bring up material or carry down products on the elevator. Inspections made in these places showed that children under sixteen years of age often sustain injuries while operating freight elevators. Orders were issued to each concern requiring them not to permit children to do this. Co-operation was given the Department in this work and compliance with the statutes secured.

Attention is called to the fact that in 1924, 115,347 educational certificates were issued, of which 107,060, or 93 per cent of the total, were for literate minors and 8,287 or 7 per cent, were for illiterates who are not able to meet the requirements for the completion of the sixth grade of the public schools. These are required to furnish the employer in certain types of establishments with a record of attendance at evening school if one exists in the city or town where they reside.

The law requires that no minor over sixteen and under twenty-one years of age shall be employed in a factory, workshop, manufacturing, mechanical or mercantile establishment, or in a public or private bowling alley, pool or billiard room, bootblack stand or establishment, barber shop, or in the construction or repair of buildings, or by express or transportation companies, unless his employer procures and keeps on file an educational certificate.

Graduates of business colleges and technical schools, students in universities and other types of educational institutions are therefore required to secure a certificate to show that they are able to meet the requirements for the completion of the sixth grade in the public schools before they may lawfully be employed on part time in industrial establishments. Literate wage-earners are frequently denied work in an establishment until they are able to bring such a certificate to their employer. This often imposes an expense on the applicant for work and includes an incidental loss of productive labor hours. These conditions inflict unnecessary burdens on the literate minors. The certification requirements should be reduced to a simple plan and made exacting only where applicable to illiterate minors. The Massachusetts School Superintendents Association filed a petition with the Legislature of 1925 for an amendment to the present law. It is known as House Bill No. 496 and aims to provide a simpler form of certificate administration. It was referred to the Legislature of 1926. Enactment of this bill into law would conserve the time of the inspectors. Visits made to verify filing of certificates by literate minors occupy time that should be given to the more important requirements of the labor laws.

Industrial Health.

During the year, 3,282 orders pertaining to industrial health were issued and 3,682 orders were complied with, including some which were issued in 1924. Of this number, 259 were concerned with ventilation, humidity and removal of dust; 1,492 pertained to toilet and washing facilities; 766 required installation of equipment for first aid rooms or medical chests for the use of persons injured or taken ill in industrial establishments. In 829 cases the orders had to do with the Lighting Code. Gradual adjustment of equipment to meet the provisions of these Rules was made in many of the large mills of the State. Co-operation was freely given by these concerns when the benefits of improved lighting began to appear. Two years' experience with this Code has demonstrated its practical value. Very little difficulty has been experienced in the classification of industrial operations and intensity requirements.

In 238 cases the orders were concerned with requirements for control of dust and fumes. Preventing the inhalation of mineral and metallic dust in stone-cutting was accomplished through some of these orders. The inspection of manufacturing and mechanical establishments was stressed during the winter period when general ventilation in the workrooms is poorest. This showed the necessity for improved local exhaust equipment in some manufacturing plants.

New health hazards in industry were made the subject of special investigation during the year. This included the study of sandpapering processes and paint-spraying apparatus used in plants engaged in the manufacture of automobiles. Formulas used in the finishing of these products include a type of nitro-cellulose known as pyroxolin. This is mixed with camphor and dissolved in acetone and amylacetate. The vapor arising in its application is pungent and irritating. Through means of the spray gun, the lacquer is blown in successive layers on the automobile bodies. Systematic examination of equipment installed for the control of fumes and dust was made in these establishments.

The manufacture of storage batteries and plates was made the subject of another inquiry. This process of industry results in the production of lead fumes and metallic and lead oxide dusts are often found on workmen's hands and clothes. The mixing of dry oxides for the paste is dangerous work unless it is done mechanically, in a tightly closed apparatus. The presence of sulphuric acid fumes in the charging room was the subject of careful inquiry. Hooding and providing with exhaust blower the lead-mixing churns and lead crucible was found necessary in many cases. Weighing out lead oxides was done in some establishments without effort to control the dust hazard. It was found that means to control these dangers were:

(1) Prevention of the escape of fumes.
(2) Reduction of dust to a minimum.
(3) Warning employees to use washing facilities and avoid the hazard.

Orders issued by the Department require the provision of hot and cold water for washing, local and general exhaust ventilation, individual lockers separated from the workroom, a clean place for eating during the lunch period and the keeping of floors clean by the vacuum process method or sweeping when moistened. Preventing particles of paste composed of lead oxide from coming in contact with clothing of the workmen, restricting hazard through isolation of employee and instructing new workmen as to dangers in handling materials and the need for exercising care in personal hygiene were recommended.

Lead Poisoning.

This is the commonest occupational disease. House painting and rubber manufacturing continue to yield the largest number of cases. Painting automobiles and making storage batteries, monotype setting, plumbing, painting structural iron and lead manufacturing are frequent sources. During the year 67 cases of lead poisoning were reported to the Department. Of this number, 28 occurred in house painting; 12 in the manufacture of

rubber products; 8 in the metal trades; 4 in work on automobile bodies; 3 in wire and steel works; 2 in printing; 10 in miscellaneous plants.

In every case where plant conditions seem to be conducive in forming diseases, thorough investigation was made. Readjustment of dust and fumes exhaust equipment and providing employees with an adequate supply of running hot and cold water was necessary in some cases.

Anthrax.

Five cases of anthrax were reported of which two proved fatal. In each of these fatal cases the employee worked in a tannery and handled skins brought from China and India. In one case the shipment of imported skins was accompanied by a Consular's certificate showing a non-prevalence of anthrax in the section of the country of origin. This employee was removing skins from a soaking solution and one of them struck him in the eye. In a few days his eye was swollen and sore and he was ordered to the hospital where he died a few days later. The other case was that of an employee who worked in the stock-room, removing dry skins from bales and trimming them before they were treated for disinfection. The consignment of skins on which he worked came from India without the Consular's certificate. When this information was conveyed by the Division to the Bureau of Animal Industry of the United States Department of Agriculture, it was notified that the skins could enter the country without such a certificate in accordance with the provisions of Section 2, Regulation 5, of the Bureau of Animal Industry, Order 286.

It was deemed probable by the Bureau that anthrax was prevalent in the district in which the skins originated, and their entry into this country was permitted subject to certain restrictions. These included submission to a disinfection process by the consignee. While the employee was engaged in work preparatory to complying with this requirement, contact with the anthrax germ occurred with fatal result.

This information has been placed at the disposal of the United States Public Health Service.

In the plants where these men worked, gloves, rubber boots, aprons and hot water facilities were at the disposal of employees as a means of protection against the anthrax germ. Frequent inspection of the establishments was made and co-operation secured in an effort to control this hazard.

Dermatitis.

Industrial dermatitis is produced by external contact with irritating agencies. Substances handled in various trades are a fertile source of this trouble. Dermatitis of the hands and forearms is the most common form of this ailment found among industrial workers. It is usually disagreeable and painful but very little incapacity for employment results therefrom.

Eight cases were reported during the year. Classified by industry they are:—

Metal plating	3
Rubber manufacture	3
Engraving	2

Inspection was made of plants where these employees worked. Orders were issued where existing installation did not meet the requirements.

Fume and Gas Poisoning.

During the year, 14 of these cases were investigated. Four cases were due to escaping carbon monoxide gas fumes in garages where motors were tested, and where flexible tubing was not attached to carry fumes to the outside air.

In a print works, nitric acid was poured in quickly on basic aniline colors, agitating the oil and causing it to give off fumes, resulting in headache and nausea to the workman. Careful handling in the process would have prevented this experience.

A workman dipping brass fixtures was compelled to stoop forward and bring his face close to fumes of acid escaping from the pickling tub. Although equipped with hood and exhaust system the point of origin was not under effective control.

Another employee while working at a process in patent leather manufacturing became affected with anaemia through the inhalation of benzol fumes. Daily visits were made to this establishment by the plant physician and good care was exercised to protect the health of employees. Good exhaust ventilation was provided and sanitary requirements were fully complied with. Other work was given to this employee in the same establishment.

An employee in a fertilizer plant was taken sick as a result of inhaling dust while dumping a mixture of acid phosphate, nitrate of soda and potash salts. A safety organization had been formed and effort made to reduce exposure to dust. No violation of law was found.

A young woman working on a wrapping machine in the box-making industry inhaled a quantity of fine volatile dust from bronze-coated wrappers. Cartons and labels requiring gold colors were treated with bronze powder. This dust was loosened by the complicated machinery process and caused hazardous exposure of the employee to lead, arsenic and antimony. The firm was required to diminish the powder leakage, to provide masks for cleaners and install a system of moist sweeping.

These are types of injuries sustained from the inhalation of dust and fumes. Extended incapacity of employee did not result in these cases. Effort was made in all of the establishments to comply with legal requirements. Minor corrections were made when orders were issued by the Department.

There were 115 cases of occupational diseases reported to the Department during the year.

Building Operations

Work done to make scaffolding and staging reasonably clear from accident hazards occupied much of the time of the inspectors of building operations. Frequent examination of buildings in the course of construction and the inspection of rigging used in house painting were the means of which violations of the "Rules and Regulations for the Prevention of Accidents in Building Operations" were corrected. During the year 3,274 inspections of these operations were made and 1,573 orders issued and complied with. Inspection of painters' rigging showed in many instances that weather-worn and unsafe material was used. Verbal orders were issued requiring immediate correction, and such staging was not used until the regulations were complied with. Salamanders used for heating and drying purposes received attention. The Department issued orders in many cases to require these devices to be promptly fitted to convey smoke and gaseous matter to the outer air. During the winter months careful watch was made in building construction work to enforce the rule requiring that all hoisting machines or engines used in building operations be covered or enclosed with suitable boarding to protect the operator from falling material and inclement weather. Several complaints were received alleging violation of this provision; the orders issued by the Department for correcting this were given prompt compliance. There have been registered by the Department during the year 164 firms engaged in the painting business.

Weekly Payment of Wages.

There were 1,701 complaints for non-payment of wages, or 85 per cent of all complaints made to this Division. The total amount paid by employers after complaint was filed reached the sum of $27,260.58. The number of complainants represents only a small part of those who came to the Division seeking information relative to wages. Advice was given in cases where civil action was necessary, and the correct procedure explained. Reports from the branch offices indicate that service of this type is increasing. Public authorities and private agencies join in sending to this Division persons who experience trouble in securing wages. Prosecution was necessary in but 252 cases, or 15 per cent of these complaints. In 152 cases wages were paid and

the case filed or dismissed. In 28 cases the maximum penalty was imposed by the Court. These were cases of offenders who repeatedly violated the law. Each year the Legislature extends the scope of the "Weekly Payment Law." From a statute restricted to small limitations in the beginning, its jurisdiction has been made to cover nearly every type of employment in the industrial life of the State. In 1925, it was made to include contractors engaged in the business of grading, laying out or caring for the grounds surrounding any building or structure. This increasing activity demands time of the inspectors. Cases are brought into Court only after verification of the facts in each complaint. It continues to be useful service to people who need assistance.

Accident Prevention.

During the year, 997 industrial accidents were investigated. Among these were fatal or permanent and partial disabling injuries, such as loss of limbs, hands or feet, fingers or toes, or sight of eyes. Accidents to children between fourteen and sixteen years of age were given special attention. When serious injury resulted to a child who was illegally employed, prosecution took place. If it was found that certificating requirements were not properly complied with, school superintendents were interviewed. This afforded prevention work of a practical kind for children of this age group. It accomplished much for the restriction of children's employment to safe work places.

Typical accidents to minors between sixteen and eighteen years of age were made the subject of inquiry. This was necessary in many cases to determine whether the employee was permitted to work at an occupation prohibited by statute. Orders were issued to 74 establishments to refrain from employing minors at work prohibited by law. In 18 cases of accidents to children while engaged in prohibited occupations, prosecution was instituted. When it was possible during the year, co-operation was maintained with continuation schools in providing information from cases investigated for the teaching of accident prevention to young persons who find employment in the industrial establishments of the State.

Accident cases were investigated in 543 manufacturing establishments. These included 155 textile mills, 44 shoe factories, 36 rubber mills, 51 paper mills, 76 metal products establishments, 46 foundries, 20 tanneries and 90 woodworking establishments. In mechanical establishments, including laundries, electric and gas light plants, bleacheries and dye houses and cleansing plants, 237 accident investigations were made.

In building trade operations, 177 accidents were investigated. Sub-contractors, with a group of different mechanics, succeed each other in their special line of work in the erection of a building from the foundation to the finish of the structure. Several of these may be engaged in work at the same time. This condition, peculiar to the building industry, causes an obstacle to effective work for accident prevention in this hazardous trade. It leads to constant change of scaffolding equipment and creates new dangers for workmen. Staging suitable and safe for one crew of workmen would be unsuitable and unsafe for other mechanics. Some workmen will not hesitate to go upon unsuitable staging. Under these circumstances difficulty is experienced with contractors of limited means who employ a small group of men. Risks are then assumed by workmen that would not be undertaken on other occasions. From large, well-established concerns in the building trades, co-operation is generally secured.

Special attention was given to the investigation of eye injuries and the loss of sight due to accidents in industry. The outstanding fact in the study of these cases is that half of them are easily preventable. The use of goggles would keep the number of these accidents at a low point. Inspectors have given much time to promote this practice. In one establishment it was found that 30 cases of eye injury had occurred within a period of six months. All of these were due to particles of emery or metal lodging in the eyes. An examination of first aid records in the establishment pointed to the danger in the grinding room. Here 28 men were employed, each being furnished with

goggles and only two wearing them. Frequent inspection of this place has resulted in a more constant use of goggles and a reduction in the number of eye accidents. In all 80 of these injuries were investigated during the year.

Systematic attention was given to non-machinery hazards and effective methods used in reducing them. Accidents due to falls of persons and stepping on or striking against objects exceed the number caused by machinery. Accidents having their origin in the handling of objects and tools are more numerous than both groups combined.

Slippery floors contribute largely to the aggregate of these injuries. Inspectors have advised that notices of warning be posted when floors are washed and that non-slip floor covering be used where possible.

Non-machinery accidents are increasing. These can be reduced only through concerted effort of employees and management. Where this practice has been tried, the accident experience of this type was brought to a low point. It is in this work that safety organizations are most productive of good. Stimulating these agencies in plants where inspections were made was the method by which inspectors sought to reduce non-machinery accidents. Means adopted to this end were recommending that system be followed in handling and storing of raw material, preventing the overcrowding of employees in work places, urging the use of safe practices in processes of manufacture and constantly exercising due care in the plant.

Injuries to Employed Children.

By direction of the Commissioner, inquiry was made into the serious industrial accidents sustained by children. This included investigation of all fatal and permanent disabling injuries in the 14 to 18-year-old group, reported to the Industrial Accident Department for the year ending June 30, 1924, constituting the most recent information available for a study of this kind.

Three hundred temporary disability cases in this classification were analyzed. Investigation of the facts in these cases showed mainly that the injury was slight and report made in compliance with the provision in Chapter 152 of the General Laws for this purpose.

The total number of injuries to children under eighteen years of age in the period mentioned was 2,965. These are classified in age groups as follows:

14 years	171
15 years	486
16 years	1,128
17 years	1,180

Ten of these injuries were fatal; 3 of the children killed were fifteen years of age; 5 were sixteen and 2 were seventeen. All were boys.

The 86 permanent partial injuries by sex and age groups are as follows:

14 years	1 boy	1 girl
15 years	10 boys	2 girls
16 years	32 boys	7 girls
17 years	26 boys	7 girls

These injuries included loss of arms, fingers, thumbs and toes.

Of the three fatal accidents to boys under sixteen years of age, two occurred in connection with elevators; the other was caused by an automobile. In only one of these cases violation of the statute took place. The concern involved was prosecuted. All were preventable injuries.

Of the children under 16 years of age who sustained permanent partial disability 12 were boys and 2 were girls. By industry, they are classified as follows:

Textile	5	Laundry	1
Metal	2	Lumber and Woodworking	2
Printing	1	Building trades	1
Celluloid	1	Pleasure device at seashore	1

Nature of the injury included:

Loss of right arm	2
Loss of left arm	1
Loss of 1 phalange	6
Loss of more than 1 phalange	2
Loss of fingers on right hand	3

Of the phalange amputations, 4 were on index fingers of the right hand.

In nearly all of the establishments where these injuries occurred, inspections had been made annually for several years previous. The machinery on which the minor was injured was safeguarded as required by law in ten of these plants and in three was not. The machines in these cases were a foot-power metal-cutting machine, a cable conveyor in brickyard and a carding machine in a textile mill. In two cases, prosecution was successfully conducted in Court. The other case involved employment on a foot-power machine, and the facts did not warrant prosecution.

In ten places where these children worked, employment certificates were on file, while four had not complied with the law. Examination of these certificates indicated that only five had employment specified thereon as required by statute. One was issued without any reference to type of employment. General terms were used in four. Instead of setting forth the character of the specified employment as required by Section 87, Chapter 149 of the General Laws, the terms used in this connection were "lumper," "helper," "apprentice" and "card room." These facts were presented to certificating authorities and co-operation established in preventing such errors in the future.

Of the fourteen accidents, seven occurred where employment was not authorized by the certificate. The worst cases of permanent partial injuries in this age group occurred under the following circumstances. A boy had his left arm mangled close to the shoulder, making amputation necessary, and a girl sustained a major burn which resulted in the amputation of her right arm. It was difficult to determine the cause of the injury in some cases. Statements of employee and management frequently conflict. Investigation showed that these incidents were prominent factors in the accident history —

Cleaning machinery in motion	3
Employment on prohibited machinery	6
Trying to learn to operate machine	3
Contact with hazardous belt	1
Attempting to pick up bobbin from under mule carriage	1

There were six prosecutions in the fourteen cases of permanent partial injuries to children under sixteen years of age. In two instances the accident occurred on laundry machinery. One involved illegal employment on a mechanical device used in the operating of amusement apparatus at the seashore. The others included employment in proximity to hazardous machinery, operating a paper-cutting machine and working in proximity to a hazardous belt.

In the sixteen and seventeen-year age group, there were seven fatal accidents to boys. Four of these boys were sixteen years of age and three were seventeen. Two of these accidents occurred in connection with elevators; one boy was electrocuted; one suffered major burns; another punctured his groin with a knife while slicing bacon, and one suffered a fracture of the skull. In only one of these cases was violation of labor laws established.

Permanent partial disability injuries occurred to seventy-two minors sixteen and seventeen years of age, of whom 58 were boys and 14 were girls.

Accidents by industry were as follows:

Textile	17	Paper	5
Metal	15	Printing	3
Shoe and leather	11	Building trades	3
Woodworking, lumber	6	Foundry	2
Rubber	3	Mercantile	4
Miscellaneous	3		

Analysis of these injuries presents as an outstanding fact that 46 of them resulted in permanent partial disability to index finger or thumb. Exposure of fingers to hazard at the point of operation was necessary in nearly all of the work involved. Investigation showed that complete safeguarding of rapidly moving parts was impossible on certain types of machinery. Devices were installed to deal with these danger points and diminish the hazard. In many cases hundreds of products are handled each day by a single employee working at a machine moving at a tremendous rate of speed. An incident may happen which destroys co-ordination between the mind and the hands. This was true in 21 of the accidents of this group. A description of these cases includes forcing leather skins into moving rolls; dropping oil can on printing press and attempting to recover it without stopping machine; picking waste off in-running gears; dislodging stock wedged in mechanism and trying to remove it without stopping the machine.

Cleaning machinery while in motion continues to be a prolific source of these injuries. In 11 cases amputations were necessary as a result of such carelessness. In no case was it found that children were employed in cleaning machinery in motion. Three infections led to amputations.

The machine experience of injured employees sixteen and seventeen years old was included in the survey. Two of these minors were injured on their first day at work; five had less than a week's experience on the machine before the accident happened; 11 had worked less than a month and 55 less than a year. In some plants effective work was accomplished in teaching inexperienced employees the value of care in the use of the hands at the point of operation on dangerous machinery.

Of the 86 establishments where specific injuries happened to minors between fourteen and eighteen years of age, there were 53 where first-aid rooms were maintained. Either a qualified nurse or other person trained and competent to administer first-aid treatment to the injured was employed on the premises and subject to call of the employees.

In 21 establishments where less than 100 persons were employed, a medical or surgical chest was available to the employees. This contained supplies for first-aid treatment, accessible to the workmen at all times during working hours. Although there were no infections among the fourteen and fifteen-year group, seven cases appeared among minors sixteen and seventeen years of age. Two of the infection cases occurred in a plant equipped with a first-aid room and with a registered nurse in attendance. Three amputations at the distal phalange followed the infection of slight injuries. Neglect in seeking first-aid treatment promptly was the contributing factor in these amputations.

In twelve cases the law did not require arrangements for first-aid treatment in the places where the accident occurred. These included a private club, a mercantile establishment with less than 20 persons employed and contractors engaged in certain types of construction work.

Examination of the 86 establishments show that in 73 the general safeguarding of machinery was done as required by law. In 13 establishments the injuries were sustained in the use of hand tools or occurred in mercantile establishments and a private club. Inspections had been made in these places of employment, at least annually, for several years previous; and orders issued relating to the statutory requirements had been complied with. In the case of a few accidents it was found that guards had been removed to allow repairs on machine and were replaced after the occurrence.

The outstanding factor in the survey of these accidents is the fact that a

large number of them were preventable. Very few occurred as a result of violating the statutes, either with respect to the safeguarding of machinery or complying with regulations prohibiting employment in dangerous trades.

Co-operation with Other Agencies.

Agencies organized to devise methods for the prevention of industrial injury to employees have been given co-operation, among which are the American Engineering Standards Committee, the Association of Governmental Labor Officials of the United States and Canada, the International Association of Industrial Accident Boards and Commissions, the American Society of Mechanical Engineers, the International Bureau of Casualty and Safety Underwriters, the Bureau of Standards of the United States Department of Commerce and the National Safety Council.

Chief Inspector Dexter was associated with Dr. J. N. Shirley of the Hood Rubber Company of Watertown in making an intensive study of benzol hazards arising in industrial processes. This work included physical examination and blood test of employees and inspection of plant conditions. It was carried on for a period of four months in plants located in Pennsylvania, New York, Ohio, Connecticut and Massachusetts. Medical history of employees and extent of hazardous exposure, ventilation of workrooms, the handling and storing of benzol and taking air tests to determine the concentration of fumes in the atmosphere were matters of special consideration.

The facts established in this inquiry were filed with the Chemical Section of the National Safety Council of Chicago, which is engaged in the work of preparing a code to protect the health of employees exposed to benzol fumes. These included two established conclusions:

(1) Air in workrooms where benzol is evaporated without local exhaust ventilation, in most cases, shows high concentration of the fumes.
(2) High quantities of benzol can be used without heavy atmospheric contamination if ideal local exhaust is in control of ventilation.

This work made a beginning in the preparation of rules to prevent benzol poisoning in occupation. Labor departments of other states have been furnished with helpful information in the making of rules and regulations to prevent industrial injuries. Inspectors of the Division have associated with Safety Councils in their different localities.

Home Work.

During the year 401 licenses were issued for making, altering, repairing or finishing wearing apparel in homes. Co-operation with concerns in the granting of these licenses was continued during the year. This was found to be valuable in preventing wasteful inspections and reducing the expense of administration.

Counsel's Office.

Of 371 prosecutions instituted by the Department, 252 were for non-payment of wages. In 112 of these cases, the amount due was paid after the case was continued by the Court. In 18 cases where children sustained injuries while working at occupations prohibited by law, prosecution took place. In 16 of these cases the defendants were found guilty. Prosecution was necessary in only four cases where prompt compliance was not given to orders requiring that work places be made safe. A summary of prosecutions follows:

Verdicts: Guilty, 289; nolo contendere, 9; dismissed, 59; not guilty, 14; total, 371.

Charater of Offence: Minors—Employed under 14 years of age, 5; Employed without certificates, 28; Employed in prohibited trades and on dangerous machinery, 18; Illegal public exhibition of children, 3.

Health and Sanitation: 11 cases.

Time notices: Not posted, 3; improperly posted, none; At time other than stated, 13.

Overtime: Women and minors, 25; Public works, 2; Non-payment of

wages, 252; Illegal advertising, 3; Unguarded machinery, 2; Building operations, 2; Labor, general (fines, holiday employment, weavers' specifications, 4.)

Appropriation.

The Legislature of 1925 authorized an appropriation of $132,110.

The expenses of the Department, including travel and other expenses of the Commissioners, are provided for in the appropriation for this Division.

Financial Statement.

	Appropriation 1925	Expenditures	Unexpended Balance
Salaries	$106,110	$102,399 69	$3,710 31
Expenses and travel .	26,000	24,022 68	1,977 32
Total . . .	$132,110	$126,422 37	$5,687 63

REPORT OF THE BOARD OF CONCILIATION AND ARBITRATION

Edward Fisher, *Chairman*, Herbert P. Wasgatt, Samuel Ross.

On December 1, 1924 there were pending 56 joint applications for arbitration. During the year 260 joint applications were filed, making a total of 316. Twenty-seven cases were settled, abandoned or withdrawn; decisions were rendered in 239 cases (there being 421 separate decisions) and 50 are now pending. A petition for a certificate of normality and a petition requesting the discharge of a veteran in the public service by reason of negligence in the performance of his duties, were received and acted upon.

Conciliation.

In number as well as in seriousness, the labor controversies involving cessation of work have been less than during the previous years. While the work of the Board and its agent has thereby been lessened, the activities of the Board as a whole have been increased rather than diminished by reason of the fact that, through its policy of endeavoring to anticipate and prevent labor controversies from reaching the stage of cessation of work, the Board has been called upon more and more for advice and service. It is apparent to the Board that both employers and employees are becoming more intimately acquainted with the viewpoint and problems of each other and, as a result, differences arising are now more often than formerly adjusted through mutual agreement or arbitration.

The following are two of the more important labor controversies which have engaged the attention of the Board during the year:

Building Trades, Boston. In the spring the employers, members of the Building Trades Employers' Association of Boston, after extended conferences with employees, members of various locals, most of which were affiliated with the United Building Trades' Council, entered into new trade agreements, commonly referred to as the Peace Pact, to be in effect for a period of three years. Not all the locals, however, joined therein, although later at least two other locals whose members were then on strike became parties thereto. In the latter part of May the building laborers, who were not a party to the new agreements, struck to enforce a demand for increased wages. Apparently this strike at first did not seriously interfere with building operations, but later, upon its assuming a more serious aspect, the Board requested a conference with the parties, which was held on July first.

At this conference the Board was informed that the employees were to return to work and that there was a reasonable prospect of an adjustment of the existing differences; therefore, no further steps were taken by the Board at that time. Early in July the electricians struck to enforce a demand for

an increase in wages. It appearing in the latter part of July that the differences between the employers and the building laborers had not been adjusted and it also appearing that a general cessation of work by other crafts was threatened, the Board held a conference with committees representing the Building Trades Employers' Association of Boston and the United Building Trades' Council at its office on August 3. At this conference the existing differences were discussed in detail. It appeared that while the building laborers were prepared to arbitrate the question of a wage increase, the employers were not prepared to do so, contending that it would be contrary to the provisions of the so-called Peace Pact agreements entered into with the other crafts. It also appeared, unless there was some adjustment of these differences or an agreement to arbitrate reached, that a general strike of employees in the building trades might result. As no settlement was reached at this conference, the Board informed the committee that it was prepared to submit recommendations as a basis for adjusting the differences. It was agreed that such recommendations should be submitted in writing at once, with the further understanding that pending such submission there should be no cessation of work. The next day, August 4, the Board submitted the following recommendations, with the understanding that a further conference was to be held on August 7, on which date the Board was to be informed of the action of the parties upon the acceptance of the same:

1. All crafts in the building trades not signatory to the agreements known as the Peace Pact, which Peace Pact agreements were entered into between the Building Trades Employers' Association and seven crafts affiliated with the Building Trades' Council and two crafts not so affiliated, are to have the privilege, together with the Building Trades Employers' Association, to make application to arbitrate any issues or existing differences as follows:
 (a) The arbitration is to be before the Board of Conciliation and Arbitration of the Commonwealth of Massachusetts.
 (b) The issue or issues to be arbitrated are to be filed with the Board on or before August 17 upon blanks to be furnished by the Board, and signed by the parties, the Board in each instance to determine as a part of the arbitration whether or not the issue or issues presented are, by reason of said Peace Pact agreements, arbitrable and, if the Board so determines, an award is then to be made upon each issue presented.
 (c) The award of the Board shall be final and conclusive and thereafter, if any further differences or issues arise, they shall be considered and adjusted under the provisions of said Peace Pact agreements.
 (d) Failure to file any application with the Board on or before August 17 shall be accepted as an acknowledgment and recognition by the parties that no differences exist and if any arise thereafter, such differences shall be considered and adjusted under the terms of the Peace Pact agreements.
2. All crafts signatory to the Peace Pact agreements are to assent in writing to such arbitration on the part of the crafts not signatory thereto and agree that such privilege and decision of the Board in no way violates the terms of their said agreements.

By the Board,

EDWARD FISHER, *Chairman.*

At the conference on August 7 the Board was informed in writing by the committee of the Building Trades Employers' Association that the recommendations were accepted, with the proviso that "all building-trades unions who had not signed trade agreements with their employers, members of the Building Trades Employers' Association, become party to this plan." . . . The representatives of the employees informed the Board that the recommendations were acceptable with a change in subdivision B and the elimination of subdivision D, of section one. It had been previously understood at

the conferences between the parties that there was very little likelihood, if any, of at least one craft, to wit, the electricians, then on strike, becoming party to the recommendations. After some discussion the Board suggested that it would give the matter further consideration and might find it advisable to submit a redraft of its recommendations.

Under date of August 12 the Board submitted the following redraft:

1. All crafts in the building trades not signatory to the agreements known as the Peace Pact, which Peace Pact agreements were entered into between the Building Trades Employers' Association and seven crafts affiliated with the Building Trades' Council and two crafts not so affiliated, are to have the privilege, together with the Building Trades Employers' Association to make application to arbitrate any issues or existing differences. In the case of the craft known as the building laborers arbitration shall be had,
 (a) The arbitration is to be before the Board of Conciliation and Arbitration of the Commonwealth of Massachusetts.
 (b) The issue or issues to be arbitrated are to be filed with the Board on or before August 24 upon blanks to be furnished by the Board and signed by the parties. The Building Trades Employers' Association is to have the right to insert in the applications for arbitration the contention that the issues presented are not now arbitrable.
 (c) Under each arbitration application filed the Board is to hear the parties on all the issues presented, including the issue, if made, that the other issues are not now arbitrable, and if the Board so determines in its decision, no decision becomes necessary then on any other issues presented.
2. All crafts signatory to the Peace Pact agreements are to assent in writing to such arbitration on the part of the crafts not signatory thereto and agree that such privilege and decision of the Board in no way violates the terms of their said agreements.

By the Board,

EDWARD FISHER, *Chairman.*

On August 14, at a conference held to hear the report of the parties on this redraft, the committee of the employers' association reaffirmed the employers' acceptance of the former draft, but did not accept the provisions of the redraft. The employees' committee informed the Board of its acceptance by the employees, but it appeared that the electricians did not join therein and also that the employees had not secured the signatures required under Article II and that, even if such were secured, the employers would still insist that all the crafts, including the electricians, join therein. Under these circumstances the Board informed the committees that, if a strike were imminent, it would in the performance of its duties undertake at once an investigation of this controversy. A question as to the imminence of a strike was raised by the committee of employees and the Board agreed to await further information from the committee before proceeding with the investigation. Later, upon receiving assurance that no strike was imminent, immediate action upon the investigation was withheld.

On August 4 a conference was held with employers in the electrical business, members of the Building Trades Employers' Association, and a committee representing the striking employees in this occupation. There was a discussion of the existing differences and an effort was made to adjust the same, but no settlement was reached and the representatives of the employees were given a copy of the recommendations of the Board and informed that these recommendations applied to them as well as to other crafts. Later it appeared that the electricians, although affiliated with the United Building Trades' Council, declined to vote upon the acceptance of these recommendations and also the redraft of the same.

As the strike still continued the Board determined upon an investigation of this controversy and assigned Tuesday, August 18, as the date to com-

mence the same. Before the investigation was commenced the Board received a request from Mr. Moriarty, acting-mayor of Boston, that the hearing be postponed pending an effort on the part of a committee of employers and a committee of employees to adjust their differences in conference with him. The request was granted and the hearing was adjourned until Thursday, August 20. At that time, it appearing that the parties were still in conference and the Board being assured that in all probability an adjustment would be reached, the Board did not proceed with the investigation.

Later the Board was informed that the differences between the electricians and their employers were adjusted and the men had returned to work and a settlement had also been reached of the controversy with the building laborers; thereby settling the existing strikes and averting the threatened general strike in this industry.

Textile Industry, Pittsfield. On Friday, August 21, about 3,000 employees of five textile mills in Pittsfield ceased work by reason of a reduction in wages. The agent of the Board visited Pittsfield and conferred with the employers and also with the employees. As a result of such conferences a recommendation was made to both the employers and the employees that the employees return to work and the differences be submitted to arbitration, the award of the Board to be retroactive from the time that work was resumed. Later, after a considerable lapse of time, an arbitration board of three members was established; one nominated by the employers, one by the employees and the two so nominated choosing the third; and an award was made.

Arbitration.

The Board rendered decisions upon 239 applications, including 54 of the 56 pending at the beginning of the year. Many of these applications included a number of factories and in some instances involved issues calling for separate decisions; with the result that the Board actually rendered 421 decisions.

The Board was called upon to perform the unusual task of establishing through arbitration the terms and provisions of a new agreement between three of the large milk dealers of Boston and the vicinity (Alden Brothers Company, Francis S. Cummings Company and the Whiting Milk Companies) and their employees, members of Milk Wagon Drivers and Creamery Workers' Union, Local No. 380 of the International Brotherhood of Teamsters, Chauffeurs, Stablemen and Helpers. This proved to be a very complicated and difficult matter and hearings thereon occupied several days. The hearings closed on June 19 and the award of the Board establishing the new agreement was made on July 2.

Removal of Veterans.

The Board was called upon during the year to act under Section 26 of Chapter 31 of the General Laws, under the provisions of which no veteran holding office or employment in the public service of the Commonwealth shall be removed or suspended without his consent except after a full hearing before this Board and then only upon a written order by the Board. A petition was filed by the Metropolitan District Commission for the discharge of an employee, by reason of negligence in the performance of his duties. A hearing was given and after due consideration the Board issued a written order discharging the employee.

This section has been repealed (see Section 1 of Chapter 220 of the Acts of 1925).

Normality.

A certificate of normality was issued to L. B. Evans' Son Company, shoe manufacturer of Wakefield.

LIST OF INDUSTRIES AFFECTED AND PRINCIPAL DIFFERENCES IN CONCILIATION AND ARBITRATION CASES

Conciliation.

Industries Affected: Baking, Building Trades, Milk Distributing, Oil Refining, Paper, Taxi, Transportation, Textile, Shoe.
Principal Differences: Wages, Working Conditions, Discharge.

Arbitration.

Industry Affected:	*Issues Arbitrated.*
Milk Distributing.	New agreement.
Shoe.	Wages.
	Rules.
	Discharged.
	Responsibility for damaged work.

FINANCIAL STATEMENT.

	1925 Appropriations	Expenditures	Unexpended Balance
Personal services . .	$25,000 00	$17,116 33	$7,883 67
Expenses	5,000 00	4,402 05	597 95
Totals . . .	$30,000 00	$21,518 38	$8,481 62

REPORT OF THE MINIMUM WAGE COMMISSION

EDWARD FISHER, *Chairman*, HERBERT P. WASGATT, SAMUEL ROSS.
ETHEL M. JOHNSON, *Acting Director.*

SUMMARY OF WORK FOR 1925.

Minimum Wage work during the year ending November 30, 1925, is represented by inspection to determine compliance with the wage decrees, investigation of the wages of women in occupations where the establishment of a wage board might appear advisable, and the conduct of wage board work.

Inspection has been made this year under fourteen decrees. In some instances this represents the completion of work initiated the preceding year. In others, the work is in process at the close of the period covered by this report. Four wage boards have been in session during the year. Three of these have completed their work and submitted reports. The fourth is still in session. Two wage investigations have been conducted. The field work for one has been completed; that for the other is in progress.

Wage decrees based on the determinations of the wage boards have been entered for three occupations. In one instance this represents a revision of existing rates; in the others, the entrance of minimum rates for occupations not previously covered.

Non-compliances have been advertised under nine decrees. In June the Commission published 39 retail stores*—representing with their branches 124 establishments; 19 laundries*; and 5 paper box factories*. One firm under the canning and preserving and minor lines of confectionery decree was advertised in August. A supplementary list was published in November covering cases that were pending at the time of the previous publication, or that arose in subsequent inspections. This advertisement included five retail stores† two laundries†; two men's furnishings factories†; two muslin

* This represents the second publication in the case of 31 retail stores, 16 laundries and 3 paper box factories.

† This represents the second publication in the case of two retail stores, two laundries, one men's furnishings establishment, one muslin underwear factory, one office building estate, one women's clothing factory, and one druggists' preparation and proprietary medicines establishment.

underwear factories†; one office building estate†; one women's clothing establishment†; and one firm manufacturing druggists' preparations and proprietary medicines.†

The firms where publication has been necessary represent a very small proportion of those inspected under the decrees in question. In the case of retail stores, the firms advertised represent 2.9 per cent of all of the firms inspected employing women; in the case of laundries, 5.3 per cent; paper box factories, 3.1 per cent; and in the case of the other decrees under which it has been necessary to publish, from .3 to 2.5 per cent.

The advertisements this year were carried in 60 different newspapers throughout the State. This is the first publication of this nature since the decision of the Supreme Judicial Court in the case of the Commonwealth versus the *Boston Transcript* rendered in June, 1924. Under this decision, a paper declining to carry the Commission's notices is not liable to criminal prosecution.

Outline of Functions.

The duties of the Minimum Wage Commission under the law comprise investigating the wages of women employees; establishing wage boards to recommend minimum rates of wages; entering wage decrees based on the recommendations of the boards; inspecting to determine compliance with the decrees, and publishing the results of its findings. A statement of the work conducted during the year along these lines is given in the sections following.

Publications.

The minimum wage publications issued this year by the Commission are the annual report, and the leaflets giving the provisions of the statements and decrees.

Conferences and Hearings.

Public hearings have been conducted by the Commission on the determinations of the wage boards for bread and bakery products, millinery trades, and stationery goods and envelopes. A number of individual conferences have been held by the Commission and by the Assistant Commissioner with employers regarding the adjustment of cases of non-compliance in their establishments. The Assistant Commissioner has addressed the meetings of employees arranged to explain the work of the wage boards and secure nominations for the wage boards in process of formation, has interviewed the wage board candidates, and sat with the boards in session as secretary of the board and representative of the Commission.

Investigations.

Boot and Shoe Cut Stock and Findings.

The study of the wages of women employed in the manufacture of boot and shoe cut stock and findings was conducted in the winter and spring. Agents of the Commission visited representative establishments in 18 cities and towns. Payroll records suitable for tabulation were secured for 1,020 women and girls in 54 firms. The period covered by the study is the three months November 1924 through January, 1925. Of the entire number of women included in the study, nearly three-fourths (70.8 per cent) were earning less than $15 a week, and one-half (51.3 per cent) were earning less than $13 a week.‡ The majority of the employees in the occupation are on a piece rate basis. Of the 397 women time workers, one half (49.9 per cent) had rates for full time employment below $15 a week, and one-fourth (25.7 per cent) had rates below $13 a week. The tables showing in detail the wage situation found in this investigation are on file in the Commission's office.

Electrical Machinery and Supplies.

An inquiry into the wages of women employed in the manufacture of

† This represents the second publication in the case of two retail stores, two laundries, one men's furnishings establishment, one muslin underwear factory, one office building estate, one women's clothing factory, and one druggists' preparation and proprietary medicines establishment.

‡ This does not necessarily represent full time employment.

electrical machinery and supplies was initiated in the early summer and carried on through the summer and fall. The period selected for this study was the three months March through May, 1925. Wage records suitable for tabulation have been secured for 2,754 women in 29 establishments. The field work is nearly completed.

Wage Board Work.

Four wage boards have been in session this year. These are the bread and bakery products wage board; the millinery wage board; the stationery goods and envelopes wage board; and the reconvened candy wage board. An account of the work of these boards is summarized below.

Bread and Bakery Products Wage Board.

As a result of the investigation of the wages of women employed in the manufacture of bread and other bakery products the Commission this year established a wage board for the occupation. This board was made up of seven members; three representing the employers in the occupation; three representing the women employees; and one representative of the public who served as chairman. The board held its first meeting on December 31, 1924, and after four meetings on January 28, 1925, submitted a unanimous report to the Commission. The board adopted a cost of living budget of $13.00 for a self-supporting woman in the occupation, and recommended a minimum rate to correspond. Special rates of $9 and $11 were recommended for beginners, according to age.

Following are the recommendations of the board in detail as to the minimum rate of wages for female employees of ordinary ability:

1. For experienced employees, not less than $13.00 a week.
2. For learners and apprentices as follows:
 (a) For those sixteen years of age or over, not less than $11.00 a week.
 (b) For those under sixteen years of age, not less than $9.00 a week.
3. An employee shall be deemed experienced and of ordinary ability after six months' employment in the occupation, irrespective of age.
4. These rates are based on full-time work, by which is meant the full number of hours per week required by employers and permitted by the laws of the Commonwealth.

The Commission provisionally approved these determinations and held a public hearing thereon February 17th, 1925. Thereafter the Commission approved finally the determinations of the board and entered a decree effective May 1, 1925.

Millinery Wage Board.

The wage board for the millinery trades was established in the early part of the year. This board combined in its scope the work of the former wage boards for the wholesale and retail millinery trades, and in addition included establishments engaged in the manufacture of flowers and feathers. The purpose of the combination was to simplify administrative procedure by having a single decree for the several branches of the industry. The convening of a wage board gave opportunity also for a revision of the existing rates. Before taking this action the Commission invited representatives from the millinery trades to attend a conference to consider the proposal for the establishment of a single wage board for the occupation.

The board was comprised of nine members, four representatives of employers in the occupation and four representatives of the women employees, with one representative of the public who served as chairman. Both employer and employee members included representatives from the wholesale manufacturing trade and the retail millinery trade. The board held six meetings, the first on December 12, 1924, and on January 23, 1925, submitted to the Commission a report signed by all of the members. The board estimated the cost of living for a self supporting woman in the occupation as $13.90. Owing to conditions in the retail branch of the industry in particu-

lar, the board recommended that the minimum rate be established at $13.00 a week for the present. The board made the further suggestion that the rate be increased* or decreased in the future in accordance with changes in the cost of living.

After reviewing the report, the Commission provisionally approved the determinations and held a public hearing thereon February 17, 1925. At this hearing, two employers appeared in opposition to the establishment of a single decree for the occupation. The Commission subsequently returned the report to the wage board for further information regarding the recommendations as to experience.

The wage board met on March 18, 1925, and submitted the following revised determinations to the Commission:

1. An employee of ordinary ability must be at least 19 years of age and have been employed in the industry at least four seasons of sixteen weeks each, and have had at least two spring and two fall seasons' experience; or in the case of employees whose work is not of seasonal character, at least two years.
2. The minimum wage for the employee of ordinary ability shall be not less than $13.00 a week.
3. The rate for employees with less than one season's experience, irrespective of age, or in the case of employees whose work is not of seasonal character, with less than 21 weeks' experience, shall be not less than $6.00 a week.
4. With one season's experience but less than two seasons' experience, irrespective of age; or in case of employees whose work is not of a seasonal character, at least 21 weeks within a period of not less than 26 weeks, not less than $7.50 a week.
5. With two seasons' experience but less than three seasons' experience, irrespective of age, or in the case of employees whose work is not of seasonal character, at least 42 weeks within a period of not less than 52 weeks, not less than $9.00 a week.
6. With three seasons' experience but less than four seasons' experience, irrespective of age; or in the case of employees whose work is not of seasonal character, at least 63 weeks within a period of less than 78 weeks, not less than $10.50 a week.
7. With four or more seasons' experience, not including two spring and two fall seasons, irrespective of age, not less than $10.50 a week.
8. With at least four seasons' experience, including two spring and two fall seasons, but under 19 years of age; or in the case of employees whose work is not of seasonal character, at least two years, not less than $12.00 a week.
9. In computing experience, a week shall consist of not less than 40 hours.

The Commission therefore approved finally the determinations of the board and entered a decree effective July 1, 1925.

Stationery Goods and Envelopes Wage Board.

As a result of the investigation of the wages of women employed in the manufacture of stationery goods and envelopes and related lines, the Commission in the summer of 1925 established a wage board for the occupation. This board consisted of seven members, three representing employers in the occupation, three representing the women employees, and one representative of the public who served as chairman. The board held eight meetings, the first on June 8, 1925, and on September 21, 1925 submitted to the Commission a unanimous report of its determinations.

In considering the needs of women employed in the occupation, the board estimated the cost of living as $13.75 and recommended a minimum rate to correspond. The board also recommended special mimimum rates ranging

* The only action which the Commission has authority to take in this connection is to reconvene the wage board or form a new board for the occupation if in its opinion such action is necessary to meet changes in the cost of living.

from $9 to $12 according to age and experience. Following are the board's determinations for female employees of ordinary ability:

1. For experienced employees, not less than $13.75 a week.
2. For those under 18 years with 12 months' experience in a particular shop, $12.00 a week.
3. For inexperienced employees over 16 years, $11.00 a week.
4. For inexperienced employees under 16 years, $9.00 a week.
5. An employee shall be deemed experienced when 18 years of age and having had at least one year's experience in the particular plant of employment.

The Commission provisionally approved these determinations and held a public hearing thereon October 27, 1925. No one appeared at the hearing in opposition to the determinations. Thereafter the Commission approved finally the determinations of the board and entered a decree effective January 1, 1926.

Candy Wage Board.

The wage board for the candy occupation was reconvened by the Commission in the summer of 1925. This action was taken to afford opportunity for revision of the existing rates if the board so desired. Four of the members of the former wage board, including the chairman and one representative of the public, served on the reconvened board. The board held eight meetings, the first on September 25, 1925, and on November 18, 1925, submitted to the Commission a report of its determinations. The Commission had not acted upon these determinations at the close of the period covered by this report.

Enforcement of Wage Decrees.

Inspections have been made during the year under fourteen wage decrees. These include the following occupations: establishments manufacturing bread and other bakery products, brush factories, candy factories, canning and preserving and minor confectionery establishments, corset factories, establishments manufacturing druggists' preparations, proprietary medicines and chemical compounds, laundries, muslin underwear and men's furnishings factories, millinery establishments, paper box factories, office and other building cleaning, retail stores, and women's clothing factories.

In the case of canning and preserving and minor confectionery, millinery, and bread and bakery products, the work represents the initial inspection under a new decree. The inspection under the millinery decree is in progress. In the case of retail stores, laundries and men's furnishings, the work was confined mainly to establishments where non-compliances were found at the previous inspection. In connection with the inspection work for the year, visits were made to 1,818 firms, and wage records secured for 20,360 women employed in 1,151 establishments. This is in addition to the large number of reinspection visits made under the various decrees in the attempt to adjust cases of non-compliance.

There were pending at the beginning of the year from the inspection work of the previous year, 3,161* cases in 214† establishments. The greater number of these were in retail stores—including a number of chain stores—in laundries, and paper box factories. In addition there were a few cases in six men's furnishings and two muslin underwear establishments. A large majority of all the cases were in firms previously advertised for non-compliance with the decrees. It was possible, therefore, to adjust only a small proportion of these non-compliances. In 142 cases wages were raised, or the employees through change in hours, type of work, or method of payment, were enabled to earn the minimum. In six other cases, adjustment was promised. In 144 cases the employees had left; in one case the employee

* There are included here 23 cases in 2 firms which were pending from 1924, but omitted from the 1924 summary.

† The 214 establishments listed include a number of chain stores, and represent 136 different firms.

was discharged.* There were 2,827 cases in 146† establishments advertised during the year. The disposition of the remaining cases is shown in Table I, following.

In connection with the reinspection made in the attempt to adjust the cases outstanding at the beginning of the year, 126 new cases of non-compliance were found in 18 firms. Of this number, 48 were in 10 firms advertised in 1925. In 20 cases in seven firms, wages were raised; in two cases hours were reduced so that the amount paid represented compliance. Three cases did not come under the decree, and in 20 cases the employees left. There are 33 cases in two firms pending adjustment at the close of the year. The disposition of the various cases is shown in Table II.

During the regular inspection work for the year, wage records were secured for 20,360 women and girls in 1,151 establishments. In 1,007 of these establishments, representing 13,777 women employees, full compliance was found at the time of the inspection visit. There were 824 cases of non-compliance in 129 establishments, 460 cases being in 15 establishments which were advertised. Adjustment by raising wages, shortening hours, transferring employees from time to piece rate work, or to another type of work for which they were better suited, was made in the case of 207 employees in 78 establishments. There are pending at the close of the year 52 cases in 16 establishments. The disposition of the various cases under the different decrees is shown in the tabular summary of the inspections for 1925, Table III, following.

* In only one case is there definite record of discharge. It is possible, however, that some of the cases reported as left represent dismissal.

† These 146 establishments represented 61 firms, and include 122 retail stores, 20 laundries, and 4 paper box factories. Of this number, 102 stores, 17 laundries, and 3 of the paper box factories have been previously advertised.

‡ These are in addition to the 33 cases referred to above, and the 6 cases reported as adjusted.

TABLE I

Disposition of Cases of Non-Compliance Pending from 1924.

(C — Cases; E — Establishments)

	Laundry		Men's Furnishings		Muslin Underwear		Paper Box		Retail Store		Total	
	C.	E.	C.	E.	C.	E.	C.	E.	C.	E.	C.	E.
Pending from 1924	485	29	19	6	3	2	81	18	2,573*	159*	3,161*	214*
*Adjustment***												
Wages Raised	18	8	2	2	–	–	12	6	89	19	121	35
Earning Minimum on P. W.	–	–	–	–	–	–	9	5	–	–	9	5
Hours Reduced to Make Rate Comply with Minimum	–	–	–	–	–	–	–	–	6	3	6	3
Adjustment Reported**	–	–	–	–	–	–	–	–	6	2	6	2
Covered by P. R. R.**	–	–	1	1	–	–	1	1	–	–	2	2
S. L., S. L. T. or Similar Case**	8	3	1	1	1	1	2	2	1	1	13	8
Change of Work Enabling Employee to Earn Minimum	2	1	–	–	–	–	2	2	2	1	6	4
Not under Decree**	–	–	5	1	–	–	–	–	5	3	10	4
Firm Moved or Out of Business	14	2	–	–	–	–	–	–	1	1	15	3
Left**	23	6	10	4	2	2	11	7	98	24	144	43
Discharged	–	–	–	–	–	–	1	1	–	–	1	1
Advertised in 1925	420	20	–	–	–	–	43	4	2,364	122	2,827	146
Pending	–	–	–	–	–	–	–	–	1	1	1	1

* This includes 23 cases in 2 firms pending from 1924, but not in 1924 summary.
** See notes on Table 3 following.

TABLE II

Disposition of New Cases of Non-Compliance in Firms Where There Were Cases Pending from 1924.

(C — Cases; E — Establishments)

	Laundry		Men's Furnishings		Paper Box		Retail Store		Total	
	C.	E.	C.	E.	C.	E.	C.	E.	C.	E.
No. Cases of Non-compliance	35	6	8	1	12	3	71	8	126	18
*Adjustment***										
Wages Raised	7	1	–	–	2	1	11	5	20	7
Hours Reduced	–	–	–	–	–	–	2	1	2	1
Not under Decree**	–	–	–	–	1	1	2	1	3	2
Left**	–	–	–	–	6	2	14	3	20	5
Advertised in 1925	23	5	8	1	3	1	14	3	48	10
Pending	5	1	–	–	–	–	28	1	33	2

** See notes on Table 3 following.

TABLE III

Summary of Inspections for 1925 Under Massachusetts Minimum Wage Decrees

(C — Cases; E — Establishments)

	Bread and Bakery		Brush		Candy[7]		Canning and Preserving		Corset		Druggists' Compounds		Laundry[7]		Men's Furnishings[7]	
	C.	E.	C.	E.	C.	E.	C.	E.	C.	E.	C.	E.	C.	E.	C.	E.
Wage records secured	1095	27	741	23	5330	104	677	62	916	18	826	55	20	3	437	3
Records for tab	1088	27	739	23	5232	104	671	62	909	18	807	55	20	3	437	3
Cases compliance	1080	27	738	23	5177	104	641	60	882	18	781	55	20	3	381	3
Establishments with full compliance	868	22	724	22	2861	87	622	56	667	14	756	49	20	3	16	2
Cases of non-compliance	8	5	1	1	55	17	30	6	27	4	26	6	–	–	56	1
Adjustment[1]	8	5	1	1	54	16	26	5	4	3	26	6	–	–	56	1
Wages raised	8	5	1	1	36	10	23	4	3	2	9	5	–	–	–	–
Earning Minimum on piece work	–	–	–	–	–	–	–	–	–	–	6	1	–	–	–	–
Hours reduced	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–
Adjustment reported[2]	–	–	–	–	2	1	–	–	–	–	–	–	–	–	–	–
Covered by P. R. R.[3]	–	–	–	–	–	–	–	–	–	–	1	1	–	–	5	1
S. L., S. L. T. or similar case[4]	–	–	–	–	8	4	–	–	–	–	–	–	–	–	6	1
Change of work	–	–	–	–	–	–	–	–	1	1	–	–	–	–	–	–
Not under decree[5]	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–
Left[6]	–	–	–	–	8	4	–	–	–	–	1	1	–	–	2	1
Discharged	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–
Advertised in 1925	–	–	–	–	–	–	3	1	–	–	9	1	–	–	43	1
Pending	–	–	–	–	1	1	4	1	23	1	–	–	–	–	–	–

[1] Does not include cases adjusted before agent's visit.*
[2] Adjustment reported by firm. Agent has not revisited.
[3] Piece rate ruling: Where great majority of employees on given processes are making the minimum or over, the rates are considered as conforming with the decree.
[4] Special license case: includes cases of technical, but not actual non-compliance.
[5] Includes cases incorrectly classified.
[6] Some of those reported as left were probably discharged. This information, however, was not given to the inspector.
[7] Partial inspection. Work initiated previous year or in process at close of present year. See text.

*The majority of the cases are adjusted voluntarily on or before the date the decree becomes effective, so that many firms have full compliance at the inspection.

TABLE III — Concluded.

Summary of Inspection for 1925 Under Massachusetts Minimum Wage Decrees — Concluded.

(C — Cases; E — Establishments.)

	Millinery[7]		Muslin Underwear[7]		Office Cleaners		Paper Box		Retail Store[7]		Women's Clothing		Total	
	C.	E.	C.	E.	C.	E.	C.	E.	C.	E.	C.	E.	C.	E.
Wage records secured	930	102	2098	80	2060	293	2085	83	698	63	2447	235	20360	1151
Records for tab	909	102	2059	80	2003	293	2048	83	698	63	2393	235	20013	1151
Cases compliance	891	88	1981	80	1735	289	1956	83	582	63	2344	235	19189	1131
Establishments with full compliance	667	75	1205	58	1692	284	1433	63	318	50	1928	222	13777	1007
Cases of non-compliance	18	14	78	22	268	9	92	20	116	11	49	13	824	129
Adjustment[1]	10	8	78	22	258	8	92	20	115	10	44	10	772	118
Wages raised	5	4	29	15	40	5	24	15	–	–	12	4	190	70
Earning minimum on piece work	–	–	2	1	–	–	–	–	–	–	–	–	8	2
Hours reduced	–	–	1	1	4	2	–	–	1	1	–	–	6	4
Adjustment reported[2]	3	2	–	–	–	–	–	–	3	3	4	3	12	9
Covered by P. R. R.[3]	1	1	–	–	–	–	–	–	–	–	–	–	7	3
S. L., S. L. T. or similar cases[4]	1	1	10	5	–	–	7	6	–	–	2	2	34	19
Change of work	–	–	2	1	–	–	–	–	–	–	–	–	3	2
Not under decree[5]	–	–	4	1	–	–	–	–	–	–	–	–	4	1
Left[6]	–	–	13	6	–	–	9	5	1	1	13	3	47	21
Discharged	–	–	–	–	–	–	1	1	–	–	–	–	1	1
Advertised in 1925	–	–	17	2	214	1	51	1	110	7	13	1	460	15
Pending	8	7	–	–	10	1	–	–	1	1	5	4	52	16

[1] Does not include cases adjusted before agent's visit.*
[2] Adjustment reported by firm. Agent has not revisited.
[3] Piece rate ruling: Where great majority of employees on given processes are making the minimum or over, the rates are considered as conforming with the decree.
[4] Special license case: includes cases of technical, but not actual non-compliance.
[5] Includes cases incorrectly classified.
[6] Some of those reported as left were probably discharged. This information, however, was not given to the inspector.
[7] Partial inspection. Work initiated previous year or in process at close of present year. See text.

* The majority of the cases are adjusted voluntarily on or before the date the decree becomes effective, so that many firms have full compliance at the inspection.

Appropriation.

The appropriation authorized for 1925 was $16,500. Of this amount, $14,193.61 has been expended, leaving a balance of $2,306.39 which reverts to the State Treasury. Analysis of the expenditures from the appropriation is given in the financial statement which follows.

Financial Statement.

For the Year Ending November 30, 1925.

Account	Appropriation	Expenditures	Unexpended Balance
Personal Services . . .	$10,500	$9,275 93	$1,224 07
Traveling and Other Expenses	3,400	3,286 85	113 15
Wage Board Salaries and Expenses	2,600	1,630 83	969 17
Total	$16,500	$14,193 61	$2,306 39

REPORT OF THE DIVISION OF STANDARDS

Francis Meredith, *Director of Standards.*

The period covered has been marked by substantial progress in many directions, due to the earnest and intelligent service of a limited clerical and inspection force, and to the co-operation of a majority of the sealers of weights and measures in the cities and towns of the Commonwealth.

Legislation Enacted in 1925.

Following the established policy of refraining from initiating legislation, except in case of urgent necessity, no recommendation for legislation was made in the last annual report.

The only statute affecting this office enacted during the last legislative session was chapter 72, Acts of 1925, entitled "An Act Providing For Uniform Testing and Sealing of Weighing and Measuring Devices," to which more extended reference is made in the following pages.

Legislation Recommended.

In recent years there has been a tremendous increase in motor travel and a consequent increase in the number of seasonal lines of business. Some of these cater chiefly to the travelling public while many others seek the student trade in the various college towns. With few exceptions these come within the scope of the Transient Vendors' License law (Sections 1 to 12, Chapter 101, General Laws), under which persons engaging in temporary or transient business must first obtain both State and local license. During the past two years several New York concerns conducting exhibitions and sales from time to time in this State have contended that the statute is unconstitutional in that it imposes undue restrictions upon interstate commerce. Two such concerns, when prosecuted for conducting business without license, appealed and prepared to test the constitutionality of the statute in the Supreme Court.

On May 25, 1925, in a somewhat analogous case (Real Silk Hosiery Mills, Inc., Appellant, vs. City of Portland, Oregon), the Supreme Court of the United States rendered an opinion that the ordinance in question materially burdens interstate commerce and conflicts with the Commerce clause of the Federal Constitution. Following this opinion the two cases pending in the Massachusetts courts were quashed.

The accompanying bill,* amending Chapter 101, General Laws, is intended to eliminate the provision which is claimed to be unconstitutional and its early enactment is recommended.

* Bill embodying proposed legislation has been filed with the Secretary of the Commonwealth for presentation to the General Court.

Division Publications.

The annual report of the Director of Standards for the year ending November 30, 1925, was the only publication issued by the Division during the past year. A new edition of the pamphlet "General Laws of Massachusetts Relating to Weights and Measures and the Licensing, Inspection and Sale of Various Articles," including amendments to date, is now in the hands of the printer and will be ready for distribution in the near future.

Leather Measurements.

According to the Census of Manufacturers for 1920, there were 681 leather-manufacturing establishments in the United States, having an annual output valued at $928,668,200. Of this output approximately $578,959,100 worth, or 1,157,918,200 square feet, was sold on the basis of area measurement for use in the manufacture of boots and shoes, coats and jerkins, travelling and shopping bags, upholstery work, bookbinding and similar lines. Massachusetts has 131 of these manufacturing establishments and is the only State having any law governing leather measurers and leather-measuring devices. Previous reports have stressed the necessity for improvement in leather-measuring machines so as to eliminate mechanical errors and secure greater precision in measurement; but, in spite of their great commercial importance, little progress was made in this direction until quite recently. In the meantime, but little public interest has been shown; possibly because these devices do not come to the attention of the average person as do those scales and measures used in determining quantities for retail trade.

Under statutory authority the Director has prescribed the speed of operation for measuring machines and has adopted regulations designed to minimise the effects of mechanical errors. Operators of leather-measuring devices must secure a certificate of fitness from the Director as a prerequisite for their appointment or employment as measurers. The effectiveness of these regulations may be judged from the fact that all complaints received and investigated during the year involved leather manufactured and measured in other States.

Upon complaint of Massachusetts shoe manufacturers, two lots of kid skins were remeasured and showed deficiencies of 7.8 per cent and 5.05 per cent respectively. Adjustment was made upon the basis of these percentages. This result was called to the attention of the Director of the U. S. Bureau of Standards and investigation will be made under his direction with a view to correcting existing conditions in the State where this leather was manufactured.

A leather manufacturer in California submitted several sides of bag leather, purporting to be 344¼ square feet. These sides were taken at random from a considerable lot, the measurements of which were disputed by the purchaser in another western State, and it was mutually agreed between buyer and seller to request an official measurement by this Division in order to settle their dispute. A shortage of 21¼ square feet, or 6.17 per cent was found in this case.

In another instance, a harness manufacturer in Minnesota forwarded 20 sides of "collar" leather which had been billed as 456 square feet. Our official measurement showed a deficiency of 26 square feet, or 5.72 per cent.

In view of these conditions, it is interesting to note that a new leather-measuring device has been perfected, which has been approved and adopted by the French and German Governments and the English Board of Trade as the official standard for the measurement of leather in these countries. A machine of this type has been under observation and test by representatives of this Division and appears to be superior in every respect to any of the devices now in common use. This device will be manufactured in Massachusetts and production will be sufficiently advanced so that orders may be filled during the coming year.

Clinical Thermometers.

Since the enactment of Chapter 152, General Acts of 1917 (now sections 9 to 14, Chapter 98, General Laws) the sale of clinical thermometers is prohibited and penalized unless such thermometers have been sealed, marked or certified as correct by the Director of Standards, or by the manufacturer under authority of the Director. This legislation was initiated by Senator (then Representative) Charles B. Frothingham of Lynn, who, as a practicing physician, realized the importance of accuracy in these instruments by which doctors and nurses are governed in the diagnosis and treatment of various diseases.

This law has now passed the experimental stage and its value may be measured by the vast improvement effected in the methods of manufacture and testing of clinical thermometers. In previous reports reference has been made to the fact that many hospital authorities and others in States having no protective legislation have insisted upon purchasing only such thermometers as comply with Massachusetts requirements. The experience of the past year shows an increasing tendency in this direction.

Transient Vendors.

The large number of roadside stands and retail stores operated only during the Summer season and catering chiefly to the travelling public has introduced a new and serious form of competition for established dealers and for farmers who market their own products to passing motorists. With few exceptions, these ventures come within the scope of Chapter 101, General Laws, under which persons engaging in temporary or transient business must first obtain both State and local license therefor.

During the past summer, Chambers of Commerce and Agricultural Associations have sought to guard the interests of their members by a concerted drive for the enforcement of the Transient Vendor's Law and, where co-operation on the part of local authorities was lukewarm or lacking, have brought their complaints directly to this office. As a result of this activity, 51 transient vendors were prosecuted by this Division, 681 State licenses were issued, and license fees amounting to $17,025 collected during the year, as compared with 348 licenses and fees of $8,700 in 1924.

An important provision in this law is that which requires the applicant for a Transient Vendor's License, to make a cash deposit of $500 with the Director of Standards, or to file with him a bond in that amount, either of which may be put in suit by any creditor whose claim arises in connection with the business conducted under the license. Under this requirement cash deposits amounting to $10,500 and surety bonds in the amount of $330,000 were held by the Director during the year. Notice of claims to the amount of $780 were filed at this office by creditors of licensees in order to establish priority of such claims when suit has been brought and judgment secured against such licensees and their securities.

The following figures show the increase in the number of transient vendors and the growing interest in the enforcement of the law in the past ten years during which these licenses have been issued by this office:—

1916, licenses issued, 41, fees collected, $1,025; 1917, licenses, 45, fees, $1,125; 1918, licenses, 23, fees, $575; 1919, licenses, 31, fees, $775; 1920, licenses, 79, fees, $1,975; 1921, licenses, 162, fees, $4,050; 1922, licenses, 173, fees, $4,325; 1923, licenses, 209, fees, $5,225; 1924, licenses, 348, fees, $8,700; 1925, licenses, 681, fees, $17,025.

A complete report of the amounts collected by cities and towns during the past year is not available at this time but it is noted that Gloucester received $1,475.25 and Barnstable, $1,450 while many other cities and towns received smaller amounts as fees for local licenses for transient vendors.

Laboratory Work.

The following tabulation shows the diversified nature of laboratory activities during the year.

Calibration of Standards.

Article.	Tested.	Adjusted.	Sealed.	Condemned.
Avoirdupois weights	916	610	916	–
Apothecary weights	15	6	15	–
Metric weights	23	1	23	–
Troy weights	54	3	54	–
Glass graduates	136	–	127	9
Liquid Measures	16	–	16	–
Linear measures	6	–	6	–
Totals	1,166	620	1,157	9

Clinical Thermometers.

Descriptive.	Tested.	Passed.	Rejected.	Per Cent Passed.
Massachusetts seal	1,624	1,367	257	83.65
Domestic unsealed	3,472	2,870	602	82.66
Totals	5096	4237	859	83.14

Total number submitted, 5,186; broken when received, or before or during test, 90; total number tested, 5,096.

Cans, Cartons, and Other Containers, Measures, etc., Submitted in Connection with Manufacturer's Application for Approval, or for Authority to Affix the Manufacturer's Seal Thereon.

Article.	Tested.	Accurate.	Inaccurate.
Cartons to be used in sale of ice cream, oysters, and other specified commodities	48	35	13
Slot weighing machines	4	2	2
Glass graduates	2	2	–
Glass oil measures	3	3	–
Ice cream cans	1	–	1
Liquid measures	98	89	9
Milk jars	32	19	13
Wood baskets	2	1	1
Totals	190	151	39

Following these tests, one each of the manufacturers of glass graduates, paper pulp milk bottles, and wholesale milk cans were authorized to affix the manufacturer's seal upon their products; paper or fibre cartons produced by three other manufacturers were approved for use in the sale of ice cream and other specified commodities, and the printing of a statement of such approval thereon authorized. Four types of slot weighing-machines were submitted for approval. Two were approved while action on the others is still pending.

Miscellaneous Tests.

Article.	Tested.	Accurate.	Inaccurate.
Test measures for gasoline pumps	74	74	–
Avoirdupois weights	3	3	–
Apothecary weights	12	6	6
Metric weights	14	8	6
Milk jars	32	19	13
Wood baskets	2	1	1
Totals	137	111	26

One manufacturer's Clinical Standard Thermometer was inspected and approved, samples of cardboard and linoleum were tested as to thickness; 5 apple rings, 2 scale-pans, 1 manometer, 1 sphygmomanometer, and 1 nut-sizing device were tested for accuracy; and 29,971½ yards of sewing thread were measured upon request of clothing manufacturers.

Field Work of Inspectors.

Elsewhere in this report reference is made to the frequent changes which occur in the office of sealer in towns where the office is not included in the classified service. Such changes involve an expenditure of time and effort upon the part of the inspectors in the instruction of new appointees. An unnecessary expense to the Commonwealth is often thus incurred while the sealer rarely acquires sufficient experience to enable him to perform his duties efficiently before he is superseded through a change in town administration. During the past year new sealers were appointed in 15 towns and in some of these towns two or more changes occurred during the year.

Following investigation of complaints and discovery of other violations of law which appeared to warrant such action, the inspectors prosecuted 96 cases as compared with 61 during the preceding year. This increase was chiefly due to the fact that 51 persons were prosecuted for conducting a transient business without license, while but 19 were prosecuted upon that charge during 1924.

The following compilation illustrates the nature of the work performed by the inspectors in the field:—

Number of Inspections.—Stores, 1,170; Gasoline Pumps, 370; Pedlers, 365; Transient Vendors, 619; Net weight markings, 59; Stores (package reweighings), 226; Coal (loads) weight certificates, quality, etc., 101; Factories, 37; Ice cream cartons, 75. Total, 3022.

Weighing and Measuring Devices.—Sealed, 7,827; Unsealed, 2,178; Total number inspected, 10,005; Accurate, 2,574; Inaccurate, 547; Total number tested, 3,121.

Clinical Thermometers.—Sealed, 39; Unsealed, 2. Total number inspected, 41.

Reweighings.

Commodity.	Number of Reweighings.	Correct.	Under.	Over.
Miscellaneous packages	6,976	2,912	1,909	2,155
Coal (in paper bags)	94	15	8	71
Coal (loads)	92	19	30	43
Totals	7,162	2,946	1,947	2,269

State Institutions.

Article.	Number Tested.	Adjusted.	Sealed.	Condemned
Scales	768	57	692	76
Weights	3,219	382	3,127	92
Gasoline pumps	23	2	15	8
Glass graduates	30	–	19	11
Liquid measures	13	–	11	2
Totals	4,053	441	3,864	189

During the year 28 applicants for certificates of fitness for appointment as measurers of leather were examined. Certificates were issued to 16 of these applicants, the remaining 12 being rejected as a result of the examinations. Upon request of shoe and leather manufacturers, to which previous reference has been made, 240 kid skins, 15 sides of bag leather and 20 sides of collar (harness) leather were remeasured to settle disputes between buyers and sellers, the leather in each case being manufactured and measured in other

States. The original measurements indicated a total area of 2,886¾ square feet; the actual area, as determined by our official re-measurements, was determined to be 2,728 square feet. It is understood that these re-measurements served in each instance as a basis for the settlement of conflicting claims.

Berry Baskets.

Berry baskets to the number of 128 were tested in various stores handling such supplies and 104 of these were found to be deficient in capacity. In all cases these baskets were traced to the same manufacturer in another State and as a result nearly a carload of these short boxes were returned to the factory. This action prevented the giving of short measure to thousands of purchasers of berries during the past season.

At the request of the Convention Committee the Director addressed the Annual Rexall Convention of United Drug Company Stockholders, on July 20, upon the subject of clinical thermometers, with particular reference to the statutes which require him to supervise and regulate the manufacture and sale of these instruments. The Director and all of the inspectors also attended the annual convention of the Massachusetts Association of Sealers of Weights and Measures in order to give the benefit of their more extended experience to the sealers present.

Prosecutions.

There were 96 prosecutions by inspectors of this Division during the year, including 51 violations of the Transient Vendor's license law. In the latter cases, 36 were convicted, 1 discharged, 1 defaulted, and $401 in fines imposed. Appeals* were entered in 4 cases, while 11 were dismissed and 13 filed, the defendants having secured the necessary licenses after complaint was entered. Other cases included the following:—Giving insufficient weight of coal, 2; Giving insufficient weight of butter, 2; Giving insufficient weight of potato salad, 1; Giving insufficient weight of gravel, 1; Attempt to give insufficient weight of flour, 1; Attempt to give insufficient weight of candy, 1; Giving insufficient measure of gasoline, 3; Giving insufficient measure of firewood, 1; Failure to issue weigher's certificate with sale of coal, 1; Using false scale, 4; Using unsealed scale, 3; Using condemned scale, 3; Violation of bread law, 6; Larceny, 1; Selling coal in paper bags containing less than 25 pounds, 1; Peddling without license, 13; Employing minors to peddle without license, 1. In these cases, 38 were convicted, 4 discharged and 3 pleaded nolo. Twelve of these cases were placed on file and one continued on condition that defendant make restitution. Fines amounting to $560 were imposed, making the total fines in all cases $961.

Co-operation.

The practice of exchanging reports of inspection of food packages with the United States Food and Drugs Inspection Division has been continued during the year, thus securing greater efficiency by avoiding duplication of effort and consequent unnecessary expense. Co-operation has also been freely given whenever the Division has been called upon by the Department of Public Health, the Commission on the Necessaries of Life, and other State Departments.

Office Work.

Under the Provisions of Section 184, Chapter 94, General Laws, hearings were given to 21 firms and individuals for failure to print a plain and conspicuous statement of quantity of contents upon packages of food put up or sold by them. Hearings were also given to 42 bakers upon complaints of violation of the law relative to weights of bread. Prosecutions followed in six of the latter cases where such action appeared necessary in order to secure compliance with legal requirements.

* One of these cases was nol prossed in the Superior Court because of a recent decision of the United States Supreme Court in a somewhat similar case which involved the constitutionality of the law. An amendment to the statute has been recommended in order to remove the doubt as to its restricting interstate commerce.

The sum of $106,809.25 was received from all sources, including fees for licenses and testing of clinical thermometers. Cash to the amount of $10,500, was deposited and surety bonds to the amount of $330,000 were filed by applicants for transient vendors' licenses to be subject to legal claims arising from the transient business to be conducted by the licensees. Details of all receipts and disbursements are included in the financial statement appearing in this report.

Chapter 72, Acts of 1925, which became effective on May 31, permits the Director, if he deems it desirable; and requires him, upon the request of the manufacturer of any weighing or measuring device or of any sealer of weights and measures, to "examine such device to determine whether or not its construction is such as to insure reasonably permanent accuracy and whether or not it may be used to facilitate the perpetration of fraud, approving or disapproving it accordingly." It also provides that "when any weighing or measuring device has been so approved or disapproved by him, he shall notify all sealers of weights and measures, who shall thereafter act in accordance with such approval or disapproval when devices of that type are submitted to them for test."

It is readily apparent that this statute imposes a new and serious responsibility upon the Director. The law was enacted upon petition of the Massachusetts Association of Weights and Measures, who urged the advantage of uniform methods of testing and sealing weighing and measuring devices, and of representatives of the leading manufacturers of such devices who desired relief from the intolerable conditions of manufacture resulting from their efforts to meet the conflicting views of a number of local sealers who required changes in construction to conform with their individual ideas.

During the six months which have elapsed since this law went into effect 4 devices have been approved and 2 disapproved, while 7 applications for approval are now pending.

Licenses.

Hawkers and pedlers numbering 3,133 were licensed by the Director, an increase of 128 over the preceding year. This number was divided as follows: 1,253 State, 491 County, 598 City and 791 Town Licenses. All State license fees were paid over to the State Treasurer, while the fees for the other classes were forwarded to the treasurers of the counties, cities and towns for which such licenses were issued, after deducting one dollar for each license fee for the use of the Commonwealth. Disabled Veteran's licenses were issued without fee to 276 applicants as compared with 274 granted last year; 395 licenses were transferred upon application of the original licensees. There was an extraordinary increase in the number of transient vendors' licenses there being 681 of these licenses issued as compared with 348 issued in 1924. Each of these licensees were required to deposit $500 in cash or file a surety bond in that amount with the Director to ensure payment of claims arising from the business conducted under the license.

Local Sealers of Weights and Measures.

The sealer of weights and measures is required to enforce the laws pertaining to weighing and measuring devices and to the giving of false or insufficient weight or measure; to the licensing of hawkers and pedlers and of transient vendors; to wholesale milk containers, ice cream cans and moulds, cranberry barrels and crates, standard boxes for farm produce, berry baskets and other containers used as measures; to the weights of bread and to the labelling of other than standard loaves. It is also his duty to test all weighing and measuring devices used for buying or selling, for public weighing, or for hire or reward, and to investigate complaints and to prosecute violations of law when the circumstances and evidence warrant such action.

The efficient sealer must therefore have a general knowledge of the laws relating to weights and measures and to the licensing of pedlers and transient vendors; of the construction and methods of adjusting of mechanical weighing and measuring devices; and must also possess the ability to present cases properly in court.

In cities and in towns of more than 10,000 inhabitants the sealers are in the classified service and vacancies are filled in compliance with civil service requirements. Incompetent aspirants are thus eliminated when a vacancy occurs as is shown by the report of the Commissioner of Civil Service for 1924, which records the fact that 202 applicants for the position of sealer were examined during the year and only 20, or less than 10 per cent of this number, secured the average of 65 per cent necessary to obtain a place upon the eligible lists.

The Massachusetts Association of Sealers of Weights and Measures is a permanent organization of several years standing and a number of the sealers in the smaller towns are included in its membership. The annual conventions of this association and the constant contact between its executive committee and the Director of Standards have brought about a spirit of co-operation in the enforcement of the law even in the smaller towns where the compensation is slight and the sealer's tenure uncertain. It is a discouraging fact, however, that efficient sealers in towns of less than 10,000 inhabitants are all too frequently superseded by incompetent or inexperienced appointees when changes occur in the boards of selectmen. Legislation ensuring a more permanent tenure of office and preventing unnecessary changes in the office of sealer is absolutely essential in order to secure a proper enforcement of the law in such towns.

Sealers Annual Reports.

Section 37, Chapter 98, General Laws, requires all sealers of weights and measures to report annually between the first and tenth of December to the Director of Standards. A summary of the work performed by sealers in cities and towns as compiled from these reports is presented below. This compilation is necessarily incomplete as the sealer in each of the following towns has neglected to file a report in accordance with the statutory requirement: — Bedford, Blackstone, Buckland, Charlemont, Egremont, Gay Head, Granby, Mansfield, Millville, Montgomery, Mount Washington, New Braintree, North Andover, Pelham, Plainville, Randolph, Scituate, Sherborn, Sutton, Tolland, Tyringham, Williamsburg, and Worthington. Reports of the sealers of Halifax, Needham and Somerset were received too late for tabulation.

Summary of Work Performed by Local Sealers.

Article.	Adjusted.	Sealed.	Non-sealed.	Condemned.
Scales.				
Platform (5,000 pounds or over)	553	2,989	58	225
Platform (100 to 5.000 pounds)	6,045	22,634	858	1,197
Counter (100 pounds or over)	202	1,538	89	66
Counter (under 100 pounds)	2,682	19,202	375	659
Beam (100 pounds or over)	170	1,809	82	248
Beam (under 100 pounds)	69	1,108	29	34
Spring (100 pounds or over)	288	5,160	35	560
Spring (under 100 pounds)	3,137	28,272	222	1,868
Computing (100 pounds or over)	132	739	3	33
Computing (under 100 pounds)	4,287	21,664	127	1,832
Personal weighing (slot)	2.603	244	12	174
Prescription	130	1,489	72	65
Jewellers'	7	129	25	4
Miscellaneous	–	3	–	–
Totals	20,305	106,981	1,987	6,965
Weights.				
Avoirdupois	9,631	183,650	1,811	1,096
Apothecary	327	18,980	244	501
Metric	128	9,023	784	134
Troy	39	2,002	65	17
Totals	10,125	213,655	2,904	1,748

Measures.	Adjusted.	Sealed.	Non-sealed.	Condemned.
Dry	9	1,161	–	78
Liquid	290	49,048	302	1,727
Yard measures	–	3,981	–	132
Tapes	–	75	–	2
Glass graduates	–	734	–	219
Ice cream cans	33	3,921	28	180
Fuel baskets	–	2,441	–	90
Totals	332	61,361	330	2,318
Automatic Measuring Devices.				
Gasoline pumps	2,611	15,112	236	824
Gasoline meters	90	139	–	12
Kerosene pumps	216	2,913	235	134
Oil pumps (lubricating, etc.)	708	5,918	1,574	182
Molasses pumps	82	3,418	156	39
Quantity stops (on measuring pumps)	10,408	63,048	98	99
Leather-measuring machines	5	331	13	10
Cloth-measuring machines	–	632	26	40
Taximeters	2,631	2,731	–	108
Totals	16,751	94,242	2,338	1,448

Sealing fees collected	$48,518 51
Adjusting charges	1,671 12
Total collected	$50,189 63

Reweighings and Remeasurements.

Commodity.	Number of Reweighings, etc.	Correct.	Under.	Over.
Bread	34,235	18,075	5,440	10,720
Butter	13,024	10,660	918	1,446
Cake	11	5	–	6
Charcoal (in bags)	1,406	1,285	49	72
Coal (loads)	1,277	433	208	636
Coal (in paper bags)	12,231	5,399	1,602	5,230
Coke (in bags)	1,903	1,839	17	47
Confectionery	5,009	4,294	175	540
Dry commodities (groceries, etc.)	32,006	25,968	2,695	3,343
Dry goods	202	165	13	24
Flour	10,992	6,869	2,260	1,863
Fruits and vegetables	14,452	9,377	2,107	2,968
Gasoline and oils	93	65	23	5
Grain and feed	1,238	944	117	177
Hay	597	345	184	68
Ice	1,307	807	181	319
Leather	71	59	12	–
Liquid commodities	3,304	1,889	642	773
Lime (fertilizer)	195	20	151	24
Meats and provisions	8,606	7,214	645	747
Wood (cord)	404	324	53	27
Wood (baskets)	498	448	24	26
Wood (kindling in paper bags)	5,116	4,997	85	34
Miscellaneous	441	262	43	136
Totals	148,618	101,743	17,644	29,231

Sealers' annual reports also show 2116 loads of coal, 93 loads of hay and grain, and 2 loads of oats weighed and 2 cords of wood measured for their

municipalities; inspections of 4471 paper cartons, 4539 pedlers' licenses, 1600 milk jars, 1898 coal weight certificates, 32465 markings on food packages. 11874 weight statements on bread, 2757 wholesale milk cans, 598 transient vendors, 1995 clinical thermometers, 2736 pedlers' scales, 1894 ice scales, 823 junk scales, 34,339 metal ice-cream containers, and 10915 other miscellaneous inspections. Sealers also tested 415 Climax baskets, 57 United States standard barrels, 4949 paper cartons, 2400 Massachusetts Standard Farm Produce Boxes, 5082 gasoline-measuring devices, 5278 berry baskets, 5902 milk jars and 3099 other miscellaneous containers.

Prosecutions.

Nature of Offense.	Number of Complaints.	Convicted.	Discharged.	Pleaded Nolo.	Filed.	Sentence Suspended.	Defaulted.	Amount of Fines Imposed.
Giving insufficient weight of apples	1	1	–	–	–	–	–	$10 00
Giving insufficient weight of bread	6	6	–	–	–	–	–	140 00
Giving insufficient weight of cherries	1	1	–	–	–	–	–	25 00
Giving insufficient weight of coal[1]	28	28	–	–	–	–	–	990 00
Giving insufficient weight of flour	2	–	–	2	1	–	–	5 00
Giving insufficient weight of fowl	26	24	2	–	–	–	–	225 00
Giving insufficient weight of grapes	1	1	–	–	–	–	–	15 00
Giving insufficient weight of ice[2]	22	19	1	1	3	–	1	350 00
Giving insufficient weight of potatoes[2]	1	1	–	–	–	–	–	10 00
Giving insufficient weight of tomatoes	1	1	–	–	–	–	–	10 00
Giving insufficient weight (miscellaneous)	4	4	–	–	–	–	–	85 00
Giving insufficient measure of cranberries	1	1	–	–	–	–	–	25 00
Giving insufficient measure of gasoline[3]	2	2	–	–	–	–	–	50 00
Give insufficient measure of ice cream	1	1	–	–	–	–	–	25 00
Giving insufficient measure of wood[4]	9	8	–	1	2	–	–	180 00
Giving insufficient measure (miscellaneous)	1	–	1	–	–	–	–	–
Short measure and misrepresentation of quantity in sale of wrapping paper	1	1	–	–	–	–	–	150 00
Short count in packages of toilet paper	2	2	–	–	–	–	–	50 00
Using false scale	13	12	1	–	3	1	–	175 00
Using false measure	1	1	–	–	–	–	–	10 00
Using "short" berry boxes	3	3	–	–	–	–	–	30 00
Using unsealed scale	6	6	–	–	1	2	–	40 00
Interference with sealer in performance of duty	3	3	–	–	–	–	–	55 00
Selling vegetables otherwise than by weight	2	2	–	–	1	–	–	5 00
Selling unmarked loaves of bread of other than standard weight	14	14	–	–	1	9	–	40 00
Neglect to provide scale on ice wagon	3	3	–	–	–	–	–	25 00
Neglect to deliver memorandum of measure in sale of cord wood	1	1		–	–	–	–	5 00
Removing "Condemned" notice from gasoline pump	1	1	–	–	–	–	–	10 00
Selling coal without weighing same	8	8	–	–	6	–	–	50 00
Selling coal without weigher's certificate	1	1	–	–	1	–	–	–
Selling coal in unmarked bags	1	1	–	–	–	–	–	25 00
Selling coal unfit for ordinary use	2	2	–	–	–	–	–	20 00
Peddling without license	54	47	2	2	5	–	1	780 00
Peddling under another's license	1	1	–	–	–	–	–	50 00
Peddling under expired license	3	3	–	–	1	–	–	60 00
Peddling jewelry	1	1	–	–	–	–	–	20 00
Conducting transient business without license	4	3	1	–	–	1	–	60 00
Totals	232	214	8	6	25	13	2	$3,605 00

1. In addition to fines suspended jail sentences were imposed in four cases.
2. In addition to fine court ordered restitution in two cases.
3. One defendant sentenced for 1 month in addition to fine.
4. Restitution ordered in three cases.

Retrospect.

December 1, 1919, the Division of Standards, as at present constituted, commenced to function under the consolidation of departments provided for in chapter 350 of the Acts of 1919, and the Director assumed the powers and duties of the Commissioner of Standards and of the Surveyor-General of Lumber. During the legislative session of 1924, the statutory provisions relating to the grading of lumber were repealed and the official survey of lumber discontinued. The following comparison will therefore definitely show

the progress made in the period between 1919 and 1925. The consolidation of departments was effected in order to secure greater economy and efficiency of administration. In the six-year period which has since elapsed a number of additional statutory duties have been imposed upon the Director of Standards. It may therefore be considered worthy of especial note that in 1919 the excess of income over expenditures was $4,812.36, while, in 1925, with but one addition each in the inspection and clerical forces, and an increase in total expenditures of but $7,653.88, the excess of income over expenditures was $48,938.83, an increase of $44,126.47 in this item.

	1919	1925	Increase
Number of inspectors employed	7	8	1
Number of clerical employees	3	4	1
Number of laboratory employees	1	1	–
Motor vehicles owned	4	5	1
Paid for inspectors' salaries	$9,907 66	$16,770 00	$6,862 34
Paid clerical and laboratory employees	3,511 95	5,280 00	1,768 05
Number of hawkers' and pedlers' licenses issued	1,560	3,133	1,573
Number of transient vendors' licenses issued	31	681	650
Total expenditures	$25,778 54	$33,286 17	$7,507 63
Received from license fees and other sources and paid over to the Treasurer of the Commonwealth	$30,590 90	$82,371 25	$51,780 35
Received from hawkers' and pedlers' licenses and paid to treasurers of counties, cities and towns	$10,578 00	$24,438 00	$13,860 00
Excess of income over expenditures	$4,812 36	$48,938 83	$44,126 47

Financial Statements.

Receipts.

1253	State (hawkers' and pedlers') license fees	$62,650 00
1598	City (hawkers' and pedlers') license fees	15,529 00
791	Town (hawkers' and pedlers') license fees	8,558 00
491	County (hawkers' and pedlers') license fees	2,231 00
681	Transient Vendors' license fees	17,025 00
	Interest on deposits	435 99
	Total receipts from license fees	$106,428 99
	Receipts from fees for testing clinical thermometers	242 82
	From sale of standards, lumber scales, etc.	137 44
	Total	$106,809 25

Payments to State Treasurer.

1253	State license fees	$62,650 00
598	City license fees	598 00
791	Town license fees	791 00
491	County license fees	491 00
681	Transient vendors' license fees	17,025 00
	Interest on deposits	435 99
	Fees for testing clinical thermometers	242 82
	Receipts from sale of standards, lumber scales, etc.	137 44
	Total payments to State Treasurer	$82,371 25

Payments to City, Town and County Treasurers on Account of Hawkers' and Pedlers' Licenses.

Cities	$14,931 00
Towns	7,767 00
Counties	1,740 00
Total	$24,438 00

Summary.

Appropriation personal services	$25,500 00	
Expended	25,050 00	$450 00
Appropriation general expenses	10,500 00	
Expended	8,236 17	2,263 83
Unexpended balance		2,713 83
Total income from licenses, interest, fees for clinical thermometers, etc.		82,371 25
Total expenditures		33,286 17
Excess of income over expenditures		$49,085 08

REPORT OF THE DIVISION OF STATISTICS

Roswell F. Phelps, *Director.*

The Division of Statistics has, as its principal functions, the collection and publication of statistics of labor and manufactures and the answering of inquiries having reference to industrial conditions in the Commonwealth. The supervision of the four public employment offices, although not a statistical function, has been assigned by the Commissioner of the Department to the Director of this Division. The several branches of the work of the Division during the year ending November 30, 1925, are briefly discussed in this report. Statistical tables summarizing the results of certain of the more important investigations conducted by the Division during the year and the activities of the four public employment offices, are also included. Because of the nature of the data presented, certain of these tables relate to the calendar year rather than to the fiscal year, and data for prior years are presented for purposes of comparison.

1. Statistics of Labor.

The statistics of labor collected by the Division are published as "Labor Bulletins," a limited number of copies of which are later bound together as "Parts" of the "Annual Report on the Statistics of Labor." Press notices are also issued from time to time for the purpose of making immediately available information of current industrial interest.

Annual Report on the Statistics of Labor (Public Document No. 15).

This report for the year 1925 consists of three "Labor Bulletins," issued separately as "Parts." The titles of these parts are as follows:

Part I. Fifteenth Annual Report on Time Rates of Wages and Hours of Labor in Massachusetts, 1924 (Labor Bulletin No. 144).

Part II. Twenty-fourth Annual Directory of Labor Organizations in Massachusetts, 1925 (Labor Bulletin No. 145).

Part III. Statistics of Labor Organizations in Massachusetts, 1923 and 1924 (Labor Bulletin No. 146).

The title of each part indicates its subject matter. Parts I and II are regular annual publications, and Part III is issued biennially. No material changes in the methods of collection of the data, or in the form of presentation have been made.

Monthly Surveys and Press Notices.

Employment and Earnings. The collection, monthly, of pay-roll data from representative manufacturing establishments in Massachusetts, which was first undertaken in September, 1922, has been continued during the past year, and has been extended somewhat in scope. The number of establishments canvassed has been increased, resulting in a fuller representation of wage-earners. For example, in December 1925, comparable returns were received from 1,004 establishments employing 238,778 wage-earners, representing nearly 40 per cent of the total number of wage-earners then employed in all manufacturing establishments in the State, whereas in December, 1924, the number of establishments represented was 919, employing 223,509 wage-earners, or approximately 37 per cent of the total number of wage-earners then employed. Data are now being shown separately for 25 of the leading industrial cities, as compared with 15 cities for which data were shown separately in 1924. A larger proportion of the establishments are now represented in the tabulation of earnings by sex. The number of industries for which index numbers of employment are shown each month has been increased from nine to twenty.

The questionnaire now being used calls for the total number of wage-earners employed (exclusive of salaried officials, executives and others not immediately employed in so-called "productive departments" of the several establishments), the total amount of wages paid during the specified pay-roll period, the separate amounts for males and females where readily available, the normal number employed, and further information with reference to operating schedules, and wage adjustments which may have been made in the individual establishments during the month prior to the reporting date.

These pay-roll data are summarized and made public each month in the form of press notices which are sent to all reporting establishments and to a large list of newspapers, trade publications, chambers of commerce, organizations, and individuals. The large and increasing interest manifested in the results of this monthly survey is evidence that the data are considered as of real value as current indices of industrial conditions in the manufacturing industries in the Commonwealth.

Three series of index numbers showing by months, in 1923, 1924, and 1925, the trend of employment, average weekly earnings, and aggregate weekly earnings of wage-earners in representative manufacturing industries are presented in the following table. These index numbers are based on averages for the year 1922 as determined by the Annual Census of Manufactures in this State.

Index Numbers of Employment and Earnings of Wage-Earners in Representative Manufacturing Establishments in Massachusetts, All Industries: By Months, 1923, 1924, and 1925.

(Base: — Annual Census of Manufacturers — Average for 1922=100.0).

Months.	Employment			Average Weekly Earnings			Aggregate Weekly Earnings		
	1923	1924	1925	1923	1924	1925	1923	1924	1925
January	109.1	96.4	91.7	107.2	113.8	113.5	116.7	109.6	104.0
February	108.7	96.4	93.0	108.0	113.5	113.3	117.0	109.2	105.2
March	109.3	95.9	92.6	110.0	111.3	113.3	119.9	106.7	104.7
April	108.1	91.3	91.5	109.0	109.6	110.7	117.6	100.0	101.0
May	107.9	87.4	89.5	116.1	108.5	111.3	125.0	94.7	99.2
June	105.4	84.8	86.9	115.4	106.9	109.9	121.5	90.7	95.0
July	103.4	81.2	85.8	113.8	107.4	112.5	117.6	87.1	96.0
August	103.0	83.6	87.6	111.5	109.2	112.8	114.8	91.3	98.3
September	102.5	86.3	89.4	115.6	111.0	112.3	118.4	95.7	99.7
October	104.3	89.5	91.7	113.2	112.0	114.3	117.9	100.2	104.2
November	103.0	89.9	92.6	111.8	112.5	113.0	115.0	101.1	104.1
December	100.6	90.4	92.4	114.4	113.8	113.0	114.8	102.9	103.7
Average for the year.	**105.4**	**89.4**	**90.4**	**112.2**	**110.8**	**112.5**	**118.0**	**99.1**	**101.3**

On reference to the foregoing series of index numbers one will observe that for the year, 1925, there was a slight increase over 1924 in the employment of wage-earners in the representative manufacturing establishments canvassed, but in this respect conditions were not as favorable as in 1923. The *average* weekly earnings of those employed fluctuated very little during the entire three-year period. The *aggregate* weekly earnings in 1925 (except during January, February and March) were somewhat higher than the average weekly earnings during corresponding months in 1924, but for all months both in 1924 and 1925 such earnings were decidely less than for corresponding months in 1923.

Building Statistics. Building department officials in each of the 39 cities of the Commonwealth report monthly to the Department on a prescribed form, the number of new structures planned and their estimated cost, by types of structures and their intended use; and under the classification of housekeeping dwellings, the number of families to be accommodated. Under another classification, the numbers of buildings being added to, altered, or repaired are given with the estimated cost of such work. During the month following that for which the returns are made, press notices are issued which summarize these returns by cities and by classes of structures. Statistical tables accompany the text. These data have been given much publicity through the newspapers and trade publications, and frequent requests for statistics of this nature have been received at this office.

Comparable returns for the 39 Massachusetts cities for the years 1924 and 1925 are summarized in the following table:

Years.	New Residential Buildings	New Non-Residential Buildings	Additions, Alterations, and Repairs	Total — All Classes.
		Number of Buildings.		
1924	10,026	17,250	17,455	44,731
1925	11,795	16,084	15,652	43,531
		Estimated Cost.		
1924	$88,624,299	$60,402,309	$27,179,708	$176,206,316
1925	117,366,488	67,681,423	24,098,359	209,146,270

For all classes of building construction combined, the number of permits granted in the 39 cities in 1925 was less by 2.7 per cent than the corresponding number in 1924; but the estimated cost in 1925 exceeded by 18.7 per cent the estimated cost in 1924, this increase being due largely to new residential building. In 1925 the estimated cost of new residential buildings proposed constituted 56.1 per cent of the aggregate for all classes of buildings, as compared with 50.3 per cent in 1924.

Much interest has been manifested in the remarkable amount of residential building done during the past two years. For purposes of comparison, data are presented in the following table showing, for 1925 and 1924, the number of permits granted for the erection of new dwellings, the estimated cost thereof, and the number of family accommodations provided in the 39 cities; and data are separately given for 12 cities in which the erection of new dwellings was a particularly important part of the building program in 1925.

Residential Building in Specified Cities in Massachusetts, in 1925 and 1924.

Cities.	1925			1924		
	Number of New Dwellings	Estimated Cost	Number of Family Accommodations Provided	Number of New Dwellings	Estimated Cost	Number of Family Accommodations Provided
Boston	2,051	$41,285,598	5,942	1,274	$22,172,225	4,682
Cambridge	219	4,621,840	845	168	4,071,450	649
Chicopee	393	2,727,100	754	412	2,518,100	701
Fall River	412	2,399,260	607	333	2,025,960	522
Lynn	313	2,662,850	666	159	1,258,750	316
Medford	527	4,178,400	825	474	3,279,175	714
New Bedford	517	4,523,500	981	422	3,416,400	795
Newton	786	9,529,990	1,033	555	6,572,836	699
Quincy	925	5,132,050	1,217	678	3,704,250	887
Somerville	156	2,384,300	554	118	1,619,500	405
Springfield	978	6,439,750	1,924	1,172	8,007,150	2,276
Worcester	1,046	8,822,840	1,741	978	7,979,785	1,653
Other Cities (27)	3,472	22,659,010	4,899	3,283	21,998,718	4,731
Totals—39 Cities	**11,795**	**$117,366,488**	**21,988**	**10,026**	**$88,624,299**	**19,030**

In 1925, permits were granted for the erection of 11,795 new dwellings in the 39 cities of the Commonwealth, this number exceeding the corresponding number in 1924 by 17.6 per cent. The estimated cost of these proposed new dwellings for which permits to build were granted in these 39 cities in 1925 was $117,366,488 exceeding by 32.4 per cent the corresponding amount in 1924. The number of family accommodations provided was 21,988, exceeding by 15.5 per cent the corresponding number in 1924. A considerable part of the increase in the number and estimated cost of residential buildings in the 39 cities, considered as a group, was contributed by the city of Boston.

With reference to new non-residential buildings it is of interest to note that, while there was a decrease of 6.8 per cent in the number of permits granted in 1925, as compared with 1924, there was, nevertheless, an increase of 12.1 per cent in the estimated cost in 1925 over 1924.

More than one-half of the estimated cost of new non-residential buildings for which permits were granted in the 39 cities in 1925 was represented in the following five classes of buildings in the order named: public and private garages; office buildings, including banks; stores and other mercantile buildings; factories, bakeries, and other workshops; and schools.

The number of permits granted for the making of additions, alterations, and repairs in the 39 cities in 1925 was less by 10.3 per cent than the corresponding number granted in 1924; while the decrease in the estimated cost therefor was 11.3 per cent.

Municipal Employment in Massachusetts Cities and Towns. The lack of comprehensive data relative to the rates of wages and hours of labor governing municipal employees, led the Division to undertake a special survey in July, 1924, having to do with such employment. The mayors of cities and the chairman of the boards of selectmen of the towns having a population of over 10,000 persons were requested to furnish this information. Reports were received covering 63 municipalities and the data so furnished were released in mimeographed form in February, 1925. These municipalities were canvassed for similar data again in 1925 and the data are now being compiled. Such information has proved of much assistance to the governing bodies of the cities and towns in the establishing of municipal rates of wages.

Salaries of Office Employees in Boston, May 1, 1925. Frequent requests for information relative to the rates of wages being paid office employees showed the demand for authentic data of this character. The Division accordingly made an extensive survey of commercial, industrial, financial and other establishments in Boston, and received detailed returns from 281 establishments employing 9,897 office people, estimated to be about one-fifth of the total number employed in this class of work in the city. Employees were grouped in three general classes, namely: Employees with adminis-

trative or supervisory duties; employees engaged solely or largely in operating office appliances; and general office employees. Under these three classes, a total of twenty-three distinct occupational groups and a general office workers' group were specified. The complete returns were also subdivided into four major groups, based on the type of establishments, and a miscellaneous group, as follows: Public utilities; banks and trust companies; department and specialty stores; insurance companies; and miscellaneous companies. The data so collected were released in mimeographed form, and the numerous requests for the release made a reprint necessary. It is planned to enlarge the scope of the survey when next undertaken, by securing the data for males and females separately and from establishments in the more important cities in the Commonwealth.

Information Service.

Numerous inquiries for information relative to rates of wages and hours of labor, production in the various manufacturing industries, employment conditions, and other matters of industrial interest are received at this office. Considerable attention is given to the answering of such inquiries and in some cases it is necessary to make special tabulations of data on file but not published in the printed reports of the Division. Occasionally it has seemed advisable to conduct further research in order to supply the information requested.

The Department maintains a small reference library in which two employees are engaged in answering inquiries and in filing reports and other publications relating to labor and industrial topics. These include reports of labor departments in other States and a few foreign countries, the reports of industrial research organizations, and the more important industrial and trade journals and trade union publications. There are received currently 15 daily newspapers, and 37 weekly, 175 monthly, and 18 quarterly publications. The newspapers and periodicals are examined as soon as received, and the important articles of industrial interest are clipped and referred to officials of the Department or filed for future reference.

The inquiries received at the reference library during the past year related principally to the employment of women and children, the cost of living, wage changes, and employee representation. In order to have readily accessible material relative to the proposed Federal child labor amendment (a subject of unusual interest while the passage of such legislation was under consideration) a special collection of reports, pamphlets and clippings on this subject was made.

Record of Industrial Disputes.

Information with reference to industrial disputes occurring within the Commonwealth is secured from various sources and entered in a permanent record book provided for this purpose. This information is primarily for the use of the State Board of Conciliation and Arbitration but is also available to the public for reference.

During the year 1925 a total of 69 strikes and lockouts occurred in Massachusetts, in which 22,729 employees were directly or indirectly involved, as compared with 63 disputes affecting 16,486 employees in 1924. As in 1924, more than half of the disputes in 1925 had as their principal issue a question of wages. Of the 22,729 persons affected, 10,305 were concerned in 12 building trades disputes, principally in Boston where it is estimated 9,400 were involved. There were 28 disputes in the textile industry, affecting 7,912 employees throughout the Commonwealth who, in most instances, struck in protest against wage reductions put into effect by the employers. In the boot and shoe industry there were 11 disputes affecting 1,771 employees. The other 18 disputes, affecting 2,741 persons, were in various trades and included a strike of 900 barbers in Boston, followed by one of 300 barbers in Cambridge; two strikes of taxi-cab drivers in Boston, affecting 700 men; and a strike of 300 clothing workers in jobbing houses in Boston.

2. Statistics of Manufactures.

Annual Report of the Statistics of Manufactures (Public Document No. 36).

The census of manufactures in Massachusetts for the year 1924 has been completed and the data for nearly all of the cities and the principal industries therein have been issued in the form of press notices, in which data for five years prior to 1924 were also presented for purposes of comparison.

The returns for 1924 covered 10,153* manufacturing establishments. The results of preliminary tabulations for all industries combined, together with comparable data for the years 1923 and 1922, are presented in the following table.

Principal Data for All Manufacturing Establishments in Massachusetts.

Items.	1924 (Preliminary Tabulations)	1923	1922
Number of Establishments	10,153*	10,519	10,056*
Capital Invested	$2,851,770,519	—†	$2,822,014,756
Value of Product	3,123,449,700	$3,570,543,265	3,002,625,958
Cost of Stock and Materials Used	1,652,886,626	1,835,218,349	1,512,510,105
Value Added by Manufacture	1,470,563,074	1,735,324,916	1,490,115,853
Amount of Wages Paid During the Year	711,180,234	799,363,111	678,073,968
Average Number of Wage-Earners	589,209	667,443	612,682
Average Yearly Earnings	1,207.01	$1,197.65	1,106.73

* Publishing establishments in which no printing was done and portable saw mills were excluded from the canvass in 1924 and 1922.
† Not ascertained.

The total value of products manufactured in Massachusetts during the year 1924 amounted to $3,123,449,700, showing a decrease of $447,093,565 or 12.5 per cent, when compared with the total for the year 1923, but exceeding by $120,823,842, or 4.2 per cent, the total for 1922.

Owing to fluctuations in factory prices from year to year the *value* of products manufactured does not furnish an accurate measure of the *volume* of products. Basic data used in determining the relative *volume* of products manufactured in Massachusetts during the several years specified are presented in the following table:

Years	Value of Manufactured Products	Value of Manufactured Products	Index Numbers: Wholesale Prices Manufactured Commodities*	Index Numbers: Volume of Manufactured Products
1913	$1,658,728,303	100.0	100.0	100.0
1922	3,002,625,958	181.0	139.1	130.1
1923	3,570,543,265	215.3	148.1	145.4
1924	3,123,449,700	188.3	148.2	127.1

* Compiled by the United States Bureau of Labor Statistics. Index numbers represent wholesale prices in the United States of manufactured commodities (70 price series) based on prices in 1913=100. See *United States Labor Bulletin No. 390* (July 1925), page 29.

The index numbers representing the volume of products manufactured in Massachusetts (based on the volume of products manufactured in 1913=100) were 130.1 in 1922, 145.4 in 1923, and 127.1 in 1924. A comparison of these index numbers shows that the volume of products manufactured in 1924 was less by 12.6 per cent than the volume manufactured in 1923, and less by 1.8 per cent than the volume manufactured in 1922.

A single illustration of the application of this method of determining the relative volume of products in any year will suffice for present purposes. The

index number representing the value of products in 1924 was 188.3, and the index number representing wholesale prices in that year was 148.2. If the former number is divided by the latter the resultant quotient is 127.1, or, otherwise expressed, the volume of products in 1924 exceeded that in 1913 by 27.1 per cent.

In thus attempting to convert values of products into terms of volume, two important considerations should be borne in mind: First, that the factory selling prices (which are the values reported by manufacturers) may not vary strictly in accordance with changes in wholesale prices of manufactured commodities, and, second, that the index numbers representing wholesale prices in the several years (as shown in the table) have reference to the United States as a whole, and may not, therefore, accurately represent such variation from year to year in Massachusetts. It is believed, however, that because of fluctuations in prices, the index numbers representing volume of products manufactured in Massachusetts during the several years here considered will serve as a better measure of production than will mere values of products.

A comparison of the average number of wage-earners employed in any year with the corresponding number employed in any other year furnishes another means of measuring the relative industrial activity during the years compared. The average number of wage-earners employed in 1924 was 589,209 or 11.7 per cent less than the average number employed in 1923, and 3.8 per cent less than the average number employed in 1922. These percentages correspond quite closely with the percentages representing decreases in volume of product as shown above, and indicate that during the period of three years for which data are here presented the volume of product per wage-earner was fairly constant.

Data relative to wages paid to employees in 1924, as reported for the week of *maximum* employment in the respective establishments, are summarized in the following table. They relate to 686,660 wage-earners, of whom 66.0 per cent were adult males, 28.0 per cent were adult females, and 6.0 per cent were young persons under 18 years of age.

Number of Wage-earners in Manufacturing Industries in Massachusetts, 1924: Classified by Wage Groups.

(As reported for the week of *maximum* employment in the respective establishments.)

Classification.	Total Number of Wage-earners Represented	*Number of Wage-earners Receiving* Under $15 per week	$15 but Under $25 per week	$25 and Over per week
Totals	686,660	82,102	303,613	300,945
Adults:	*645,671*	*55,261*	*290,046*	*300,364*
Males	453,271	11,728	168,997	272,546
Females	192,400	43,533	121,049	27,818
Young persons under 18	40,989	26,841	13,567	581

Census of Power Laundries.

All power laundries in Massachusetts were canvassed in connection with the census of manufactures for 1924, but as they are not, strictly speaking, manufacturing establishments, the returns are tabulated separately. The total number of power laundries reporting in 1924 (excluding Chinese, hotel, and hand laundries and those connected with educational institutions) was 368. Comparable data for 1924, 1923 and 1922 follow:

Principal Data Relative to Power Laundries in Massachusetts, for Years Specified.

Items	1924	1923	1922
Number of power laundries	368	360	377
Average number of wage-earners employed	8,032	7,648	7,237
Value of work done	$18,616,122	$18,235,988	$15,821,389

In 1924, as compared with 1923, there was an increase of eight in the number of power laundries in the State, an increase of five per cent in the average number of wage-earners employed, and an increase of 2.1 per cent in the value of work done.

Directory of Manufacturing Establishments.

Although there has been no official directory of manufactures published by the Commonwealth since 1913, a card index of all establishments engaged in manufacturing by cities and towns is maintained in the Division. This is revised in December each year for use primarily in connection with the annual census of manufactures, and is available for consultation. Many requests for lists of manufacturing establishments are received by this office and such lists are furnished whenever it can be done without seriously interrupting the regular work. Occasionally inquirers are granted permission to copy the names and addresses of establishments, or to provide temporary clerks for the purpose of transcribing the information desired.

3. Public Employment Offices.

This report covers the operations, during the calendar year, 1925, of the four public employment offices maintained by the Commonwealth. These offices are located, respectively, at 23 Pearl Street, Boston (main office); 25 Tremont Street, Boston (mercantile office); 80 and 88 Broadway, Springfield; and 37–39 Waldo Street, Worcester. Daily reports are forwarded from the local offices to the administrative office at the State House, where the statistical records are tabulated upon a uniform basis.

Statistical Summary.

In the following table the principal data relative to the work of the offices during the year, 1925, are presented, with corresponding data for the year, 1924, for comparison:

Summary of Business of the Four State Offices during the Year Ending December 31, 1925, with Comparable Data for 1924.

Offices.	1925			1924		
	Persons Called for by Employers.	Persons Referred to Positions.	Positions Reported Filled.	Persons Called for by Employers.	Persons Referred to Positions.	Positions Reported Filled.
Boston — Main Office	16,560	22,553	14,200	15,161	20,450	13,037
Boston — Mercantile Office	1,864	4,765	1,538	1,795	4,921	1,529
Springfield Office	12,941	13,740	11,068	12,287	13,012	10,306
Worcester Office	9,828	10,023	8,000	8,472	8,815	7,316
Totals — Four Offices	**41,193**	**51,081**	**34,806**	**37,715**	**47,198**	**32,188**

Positions Reported Filled. The total number of positions reported filled by the four offices during the year, 1925, was 34,806 which exceeded the number (32,188) reported filled in 1924 by 2,618, or 8.1 per cent. The records for each of the four offices showed an increase in the number of positions reported filled in 1925 over the corresponding number in 1924, the percentage increases being as follows: Boston (main office), 8.9 per cent; Boston (mercantile office), 0.6 per cent; Springfield, 7.4 per cent; and Worcester, 9.3 per cent. During the year, 1925, positions were secured by the offices for 16,557 individual applicants. For 11,617 applicants (8,406 males and 3,211 females) *one position only* was secured and for 4,940 applicants (3,308 males and 1,632 females) *more than one* position was secured. The average number of positions secured by those applicants who obtained more than one position through the State offices was 4.7. Nearly all such applicants were engaged in domestic work or as casual laborers.

Persons Called for by Employers. The total number of persons called for by employers during the year, 1925, was 41,193 which exceeded by 3,478, or

9.2 per cent. the number (37,715) called for in 1924. The extent to which the employers' orders were filled in 1925 is indicated by the fact that of the 41,193 persons called for by employers, 34,806, or 84.5 per cent, were supplied. The total number of individual employers who applied for help at the State offices in 1925, was 9,702, or an average of 4.2 persons applied for, while the number of separate orders for help was 30,471, or an average of 1.4 persons per order.

Persons Referred to Positions. In order to fill the positions offered by employers it is frequently found necessary to offer a position to more than one applicant for employment before one can be found who is willing to accept or who may be acceptable to the employer. The total number of persons referred to positions during the year, 1925, was 51,081, and the number of positions reported filled was 34,806. The ratio (about 3 to 2) shows that in order to fill the positions offered by employers considerably more work is required than the mere sending of applicants to employers, for the reason that about one out of every three applicants referred to positions may either not be acceptable to the prospective employer or may not care to accept the position after an interview with the employer.

Cost of Operation. The following summary shows for the *fiscal* year ending November 30, 1925, the expenditures on account of the four offices, the number of "placements" (positions reported filled) and the per capita cost of placements, with corresponding data for the fiscal year ending November 30, 1924, for purposes of comparison.

*Expenditures, Number of Placements, and Per Capita Cost of Placements Fiscal Years, 1925 and 1924.**

Offices.	Expenditures		Number of Placements.		Per Capita Cost of Placements.	
	1924*	1925*	1924*	1925*	1924*	1925*
Boston (main office)	$30,705.32	$31,292.71	12,807	14,082	$2.40	$2.22
Boston (mercantile office)	5,806.74	5,221.33	1,539	1,533	3.77	3.41
Springfield	15,344.37	15,112.81	10,073	11,198	1.52	1.35
Worcester	10,011,51	10,365.74	7,252	8,043	1.38	1.29
Totals	**$61,867.94**	**$61,992.59**	**31,671**	**34,856**	**$1.95**	**$1.78**

* Fiscal years ending November 30.

The total cost of operation of the four offices during the fiscal year ending November 30, 1925 was $61,992.59 as compared with $61,867.94 during the previous fiscal year, showing an increase of only $124.65, notwithstanding the fact that there was an increase of 3,185, or 10.1 per cent, in the number of placements. Because of the large increase in the number of placements, accompanied by only a small increase in the cost of operation of the offices, there was a decrease in the per capita cost of placements from $1.95 for the fiscal year, 1924, to 1.78 for the fiscal year 1925—a decrease of 17 cents per placement, or 8.7 per cent. The per capita cost of placements for the several offices during the fiscal year, 1925, was: Boston (main office), $2.22; Boston (mercantile office), $3.41; Springfield, $1.35; and Worcester, $1.29. All expenses on account of the operation of the offices, including rent, telephone service, light, and janitors' services, are included in the cost of operation. For this reason the per capita cost of placements made by the offices in Massachusetts cannot be compared directly with the per capita cost for offices which, in some states, are located in public buildings and for which the cost of rental and certain other expenses are not charged directly to the employment service. Furthermore, in addition to the number of persons *reported* placed by the offices, which number is used as a divisor in determining the cost of placement, it is quite probable that there was a fairly large number of applicants for employment who were referred to employers and were hired, but regarding whom a notification to that effect may not have been returned to the office from which they were sent. Accordingly the

per capita cost of placements made by the offices, as here given, is probably in excess of the actual cost, were all of the placements made actually reported.

Records, by Sex. In the following table principal data for the calendar year, 1925, are presented by sex for the two Boston offices (combined), the Springfield office and the Worcester office, and for the four offices combined.

Summary of Business during the Year Ending December 31, 1925: By Offices.

Classification.	Working Days.	Number of Applications from Employers.	Aggregate Number of Persons Called for	Number of Positions Offered Applicants.	Positions Reported Filled.
Boston (two offices[1]):					
Males	303	7,524	11,803	17,174	10,313
Females	303	5,546	6,621	10,144	5,425
Total	303[2]	13,070	18,424	27,318	15,738
Springfield:					
Males	304	4,702	7,359	7,600	6,440
Females	304	5,317	5,582	6,140	4,628
Total	304	10,019	12,941	13,740	11,068
Worcester:					
Males	304	3,469	5,627	6,152	4,509
Females	304	3,913	4,201	3,871	3,491
Total	304	7,382	9,828	10,023	8,000
Four Offices:					
Males	304	15,695	24,789	30,926	21,262
Females	304	14,776	16,404	20,155	13,544
Total	304[2]	30,471	41,193	51,081	34,806

[1] The Mercantile Office was opened in Boston on January 9, 1922. The data for the two offices in Boston are combined in all totals under "Boston."

[2] The Boston offices were open 25 days in June.

Of the 34,806 positions reported filled by the four offices combined, 21,262 or 61.1 per cent, were filled by males. For the two Boston offices, combined, 65.5 per cent of the positions were filled by males. The mercantile office, however, which did a relatively small part of the business in Boston, found positions for a much larger number of females than males. At the Springfield office the number of positions reported filled by males constituted 58.2 per cent of the total number of positions reported filled, and at the Worcester office 56.4 per cent of the total number of positions were filled by males. Likewise, with reference to the demand for help by employers, as indicated by the number of applications from employers and the number of persons called for, the main office in Boston was called upon to furnish a larger percentage of males out of the total number of persons called for than was either the Springfield office or the Worcester office. In part this was due to a relatively more active demand for domestic workers at the Springfield and Worcester offices than at the main office in Boston.

Records, by Months. The following is a summary, by months, of the principal data relative to the work of the four offices combined during the calendar year, 1925.

Summary, by Months of Business of the Four Offices During the Year Ending December 31, 1925.

Months	Working Days	Number of Applications from Employers	Aggregate Number of Persons Called for	Number of Positions Offered Applicants	Number of Positions Reported Filled
January	26	1,991	2,816	3,399	2,443
February	23	1,729	2,223	2,934	1,898
March	26	2,466	3,157	4,089	2,601
April	25	3,020	4,161	5,204	3,430
May	25	2,917	3,901	4,756	3,335
June	26 [1]	2,972	3,995	4,967	3,263
July	26	2,486	3,364	3,898	2,745
August	26	2,454	3,238	3,798	2,590
September	25	3,151	4,144	5,032	3,510
October	26	2,975	4,159	5,176	3,598
November	24	2,270	3,156	4,174	2,809
December	26	2,040	2,879	3,654	2,584
Totals	304	30,471	41,193	51,081	34,806

[1] The two Boston Offices were open 25 days in June.

Within the districts served by the offices, their monthly records furnish a fairly accurate measure of industrial activity. It is, therefore, of interest to note that the demand for labor at these offices (as represented by the number of applications from employers and the number of persons called for by them) was much greater during the months of April, May, June, September, and October than during any other months of the year and the demand was relatively small during the first three months of the year and during July and August. The number of positions reported filled during the several months varied directly with the number of persons called for by employers, as would naturally be expected when (as throughout 1925) the supply of labor in nearly all industries was more than adequate to meet all requirements.

Veterans. No appropriation for the specific purpose of securing positions for veterans has been provided for the use of the Department since 1921, but the registrars at the four state offices have been instructed to give special attention to the placement of veterans and to keep, separately, the records relative to the service rendered them. In the following table data are presented showing, for each of the four offices, the number of veterans registered for the first time, the number referred to positions, and the number reported placed during the year 1925, with comparable data for the year 1924.

Number of Veterans Registered, Referred to Positions, and Reported Placed in 1925 and 1924.

Offices.	1925			1924		
	Number of New Registrations.	Number Referred to Positions.[1]	Number Reported Placed.[1]	Number of New Registrations.	Number Referred to Positions.[1]	Number Reported Placed.[1]
Boston (main office)	1,655	2,866	2,283	1,513	2,494	2,024
Boston (mercantile office)	321	120	71	271	92	53
Springfield	26	217	146	8	176	47
Worcester	60	404	297	91	510	391
Totals	2,062	3,607	2,797	1,883	3,272	2,515

[1] The number referred to positions and the number reported placed include duplications of individuals who were referred to more than one position or placed in more than one position during the year.

The total number of veterans who were registered at the four offices in 1925 was 2,062, as compared with 1,883 who were registered in 1924, showing an increase of 9.5 per cent in registrations. Likewise, there was an increase from 2,515 in 1924 to 2,797 in 1925, or 11.2 per cent, in the number of veterans reported placed by the four offices. In explanation of the fact that the

number of veterans referred to positions and the number reported placed exceeded the number of registrations, it should be stated that many of those registered were referred to more than one position or placed in more than one position during the year specified, whereas the number of new registrations included no duplication of individuals, except a comparatively small number in 1925, who were also registered in 1924. The record for the four offices combined show that of the 21,262 positions reported filled by males during the year 1925, 2,515, or 11.8 per cent, were reported filled by veterans.

Two years ago the work of the Employment Bureau formerly conducted by the American Legion in the State House was taken over by the Commonwealth, and this branch of the work was assigned to a special registrar (a veteran) who devotes his entire attention to the placement of veterans who apply for positions at the main office in Boston. At this office, 2,283 positions were reported filled by veterans in 1925, which number constituted 22.9 per cent of the total number of positions (9,964) reported filled by males. The records here presented illustrate the extent to which placement service is rendered to veterans at the several state offices.

Co-operation with United States Employment Service.

The Department has continued to co-operate with the United States Employment Service during the past year. The Commissioner of the Department serves as Federal Director for Massachusetts and the Director of Statistics, as Assistant Federal Director, is in immediate charge of this co-operative work. The agreement with this Department provides for the payment by the Federal service of salaries of two employees, one of whom serves as examiner-in-charge of the mercantile employment office in Boston (a Federal-State office), and the other is in charge of the Westfield office (a Federal-City office). A third Federal employee who was assigned in April, 1924 to act as field agent in connection with the work of the Boston offices, was dismissed from the service on March 31, 1925. The Federal Bureau has also contributed toward the expense on account of the rental of the mercantile office in Boston and has granted to the Department the use of the franking privilege in connection with the placement work of the State public employment offices. The total cash contribution by the Federal Bureau toward this work in Massachusetts, including the salaries of the three Federal employees and the payment on account of rental during the fiscal year ending November 30, 1925, was about $5,400. There was also some saving to the Department as a result of the use of the franking privilege.

In addition to the four State offices, ten other offices in Massachusetts are now co-operating with the Federal Service. These are as follows:

Boston:	City of Boston Employment Bureau.
	Boston Urban League.
	Young Men's Christian Association.
Chelsea:	Municipal Employment Bureau.
Fitchburg:	American Legion, Post No. 10.
Framingham:	Civic League.
Lowell:	City Employment Bureau.
Lynn:	American Legion, Post No. 6.
Waltham:	Chamber of Commerce.
Westfield:	Municipal Employment Bureau.

These offices are required to furnish monthly reports and to conform to certain regulations with reference to their operation. They are supplied with certain standard forms, are granted the franking privilege in connection with their placement work, and, in some instances, have been loaned furniture and office equipment which is the property of the Federal Bureau.

Appropriations.

The appropriations authorized for the use of the Division during the fiscal year ending November 30, 1925, amounted to $113,160.00. The actual expenditures during the year amounted to $108,580.88, leaving an unex-

pended balance of $4,579.12, of which balance $2,120.00 is being held in reserve for payment of outstanding bills principally for printing and binding reports.

Financial Statement.

Fiscal Year Ending November 30, 1925.

	Appropriations.	Expenditures.	Unexpended Balance.
Statistical Services:			
Personal services	$37,860.00	$37,851.90	$8.10
Expenses	11,500.00	8,736.39*	2,763.61
Total	$49,360.00	$46,588.29	$2,771.71
Public Employment Offices:			
Personal services	$49,000,00	$47,859.62	$1,140.38
Expenses	14,800.00	14,132.97	667.03
Total	$63,800.00	$61,992.59	$1,807.41
Grand Total	**$113,160.00**	**$108,580.88***	**$4,579.12**

* Not including outstanding bills estimated at $2,120, principally for printing and binding reports.